

# National Municipal Review

December 1958

Volume XLVII, No. 11

- ▶ Members O. K. New League Name
- ▶ The Citizen's Highest Duty — *Editorial*
- ▶ Challenge: Metro Puzzle  
*Thomas H. Reed*
- ▶ Challenge: Legislatures  
*Jefferson B. Fordham*
- ▶ Challenge: Resources  
*Irving K. Fox*
- ▶ Voters Pass  
On Many Proposals



PUBLISHED BY THE  
**NATIONAL MUNICIPAL LEAGUE**

# National Municipal Review

Carl H. Pforzheimer Building, 47 East 68th Street, New York 21, N. Y.

ALFRED WILLOUGHBY, Editor

ELSIE S. PARKER, Managing Editor

## CONTRIBUTING EDITORS

JOHN E. BEBOUT  
WILLIAM N. CASSELLA, JR.  
RICHARD S. CHILDS  
RALPH W. CONANT  
GEORGE H. HALLETT, JR.  
VICTOR JONES

H. M. OLMSTED  
GLEN PETERSON  
JACKSON PHILLIPS  
CLYDE F. SNIDER  
JOHN WHEELER  
WM. REDIN WOODWARD

## STATE CORRESPONDENTS

CARTER W. ATKINS, Connecticut  
CHESTER BIESEN, Washington  
D. BENTON BISER, Maryland  
ARTHUR W. BROMAGE, Michigan  
FRANKLIN L. BURDETTE, Maryland  
DAVID CARLEY, Wisconsin  
CHARLTON F. CHUTE, New York  
WELDON COOPER, Virginia  
C. A. CROSSER, Washington  
PAUL DOLAN, Delaware  
WILLIAM O. FARBER, South Dakota  
FOREST FRANK, Ohio  
DAVID FUDGE, Oklahoma  
ROBERT M. GOODRICH, Rhode Island  
WILLIAM A. GRELE, Colorado  
M. H. HARRIS, Utah  
ROBERT B. HIGHS AW, Alabama  
EDWARD H. HOBBS, Mississippi  
JACK E. HOLMES, New Mexico  
NEIL D. HUMPHREY, Nevada  
JUDITH N. JAMISON, California  
WALTER E. KALOUPKE, North Dakota  
HERMAN KEHRLI, Oregon  
JOHN P. KEITH, Illinois  
JOSEPH A. KELLY, Rhode Island  
PAUL KELLO, Arizona  
R. P. KNUTH, Missouri  
JOHN D. LANGMUIR, New Hampshire  
CHARLES F. LEDECKER, Pennsylvania  
STUART A. MACCORKLE, Texas

BOYD A. MARTIN, Idaho  
EDWARD M. MARTIN, Illinois  
JAMES W. MARTIN, Kentucky  
DAYTON D. MCKEAN, Colorado  
EDWIN B. McPHERON, Indiana  
WILLIAM MILLER, New Jersey  
LENNOX L. MOAK, Pennsylvania  
ANDREW E. NUQUIST, Vermont  
PAUL J. PICCARD, Florida  
FRANK W. PRESCOTT, Tennessee  
ALLEN E. PRITCHARD, JR., Kansas  
LEO F. REDFERN, New Hampshire  
JOHN E. REEVES, Kentucky  
ROLAND R. RENNE, Montana  
BENNETT M. RICH, New Jersey  
JACK W. RODGERS, Nebraska  
RUSSELL M. ROSS, Iowa  
ALBERT B. SAYE, Georgia  
VICTORIA SCHUCK, Massachusetts  
STANLEY SCOTT, California  
LLOYD M. SHORT, Minnesota  
GEORGE G. SIPPPELL, New York  
CHARLES F. SPENCER, Oklahoma  
EDWARD J. STEIMEL, Louisiana  
PAUL D. STEWART, West Virginia  
ROBERT H. STOUDEMIRE, South Carolina  
HARRY T. TOULMIN, Florida  
HERMAN H. TRACHSEL, Wyoming  
CLEMENT E. VOSE, Maine  
PAUL W. WAGER, North Carolina

Published by NATIONAL MUNICIPAL LEAGUE

Cecil Morgan, President

John S. Linen, Vice President

William Collins, Vice President

Richard S. Childs, Chairman, Executive Committee

Carl H. Pforzheimer, Jr., Treasurer

Alfred Willoughby, Executive Director

## COUNCIL

George H. Gallup, Princeton, N. J., Chairman

Frederick L. Bird, New York  
Arthur W. Bromage, Ann Arbor  
A. Earl Bryson, Colorado Springs  
Hollis M. Carlisle, Springfield, Mass.  
Mrs. Albert D. Cash, Cincinnati  
L. P. Cookingham, Kansas City, Mo.  
John C. Corneliuss, Minneapolis  
Jerome K. Crossman, Dallas  
Winston W. Crouch, Los Angeles  
E. D. Dodd, Toledo  
Harold W. Dodds, Princeton, N. J.  
Philip C. Eberling, Dayton  
Charles Edison, West Orange, N. J.  
Ewart W. Goodwin, San Diego  
Edward J. Green, Pittsburgh  
Francis A. Harrington, Worcester, Mass.  
Mrs. Siegel W. Judd, Grand Rapids, Mich.

Earl Kribben, Chicago  
Arthur B. Langlie, New York  
Myron C. Law, Seattle  
Frank C. Moore, New York  
Norris Nash, Oakland, Cal.  
John K. H. Nightingale, Jr., Providence  
James M. Osborn, New Haven, Conn.  
Lawson Purdy, New York  
Robert H. Rawson, Cleveland  
Arthur B. Richardson, New York  
Murray Seasongood, Cincinnati  
Edmund B. Shea, Milwaukee  
Harold S. Shufelman, Seattle  
Charles T. Silversen, Minneapolis  
Halsey Smith, Portland, Maine  
Charles P. Taft, Cincinnati  
Frank A. Vanderlip, Jr., New York

## REGIONAL VICE PRESIDENTS

Jac Chambliss, Chattanooga  
Charles E. Commander, Jr., Jacksonville  
Robert S. Davis, Columbia, S. C.  
Charles R. Diebold, Buffalo  
Ben H. Ehrlichman, Seattle  
Robert H. Fouke, San Francisco  
John B. Gage, Kansas City, Mo.  
Carl J. Gilbert, Boston  
Barry Goldwater, Phoenix  
Thomas Graham, Louisville  
Lloyd Hale, Minneapolis

Arthur E. Johnson, Denver  
L. E. Marlowe, Richmond, Va.  
Mark S. Matthews, Greenwich, Conn.  
J. Raburn Monroe, New Orleans  
J. Bruce Palmer, Newark, N. J.  
Thomas R. Reid, Dearborn, Mich.  
Lee M. Sharrar, Houston  
Charles B. Stuart, Oklahoma City  
H. V. Watkins, Jackson, Miss.  
John F. Watlington, Jr., Winston-Salem  
James C. Worthy, Chicago

## News of the League

# Members O. K. New League Name

League members voted by the overwhelming margin of seven to one to change the 64-year-old name of the National Municipal League to National Civic League.

Postal card ballots were returned by 1,728 of the League's 4,609 members, 1,497 voting "yes" and 231 "no."

The new name is expected to go into effect, after the handling of legal details, as of January 1.

Although the ballot offered no special space for comments, many of the voters, both pro and con, supplied them in the margins or in separate letters.

A Missouri city manager wrote, "It will take me a while to become accustomed to the change, but I certainly can see the need. I feel that the League is a fine organization and we want to continue our close association with it."

Some were enthusiastic, like the Lebanon, New Hampshire, member who sent congratulations on the choice, which he said, "will be a better name and cause less confusion."

Others approved the change with ob-

vious regret, one member adding "but it won't seem like home" and another, a highly placed career man in the national government, commenting "I yield to the arguments but I still love the word 'municipal' and the name 'National Municipal League.' I'm glad the change is no greater."

A distinguished educator thought, "It is more appropriate and has been for many years." But the debate, which has been in progress off and on since 1914, continued, with a recently retired distinguished head of a bureau of governmental research asking "Why drop a name that has come to mean so much?" and another observing, "NML is international now, so I feel the suggested change does not measure up to the organization. If we're going to change, let's change all the way."

One "no" vote, signed "A Librarian," produced understandable regret with the remark that "all such changes of names necessitate libraries changing all records — cataloguing, etc."; but the League itself probably will suffer even greater inconvenience.

Executive Committee meeting to set date of 1959 Conference. Left to right, Allen H. Seed, Jr. (back to camera), Cecil Morgan, Alfred Willoughby, Richard S. Childs, Frank A. Vanderlip, Jr., John S. Linen, William Collins and Carl H. Pforzheimer, Jr.



# Progress Reported on State Project

Substantial progress has been made toward completion of all segments of the League's State Constitutional Studies Project, according to an interim report submitted November 14 to the Ford Foundation.

Covering the first sixteen months of the project, which is financed by a grant



John Wheeler

from the foundation, the report noted that the League "has organized and staffed the project, has successfully carried out a number of preliminary activities, has formulated detailed plans for the attainment of the substantive goals and has made substantial progress toward reaching them."

The project has three major objectives: first, the preparation of several educational publications designed to describe state constitutions and the problems involved in modernizing them; second, the development of practical guides for those actually participating in the modernization process; and third, a revision of the *Model State Constitution*.

Several important conferences have been held. In the early stages of the project two exploratory seminars at the League brought together over 40 prominent political scientists with a known interest in state constitutional problems. Papers were read by W. Brooke Graves of the Library of Congress, Coleman Woodbury of the University of Wisconsin, York Willbern of Indiana Uni-

versity, and Emil Sady of the United Nations. At the 1958 National Conference on Government a special workshop on state constitutions was attended by representatives from all except one of the presently operating state constitutional commissions.

Some background materials have been completed. Dr. Graves prepared an exhaustive bibliography on state government and later submitted his analysis of the use of the amending process by the states during the decade 1946-1956. Arthur W. Bromage of the University of Michigan completed a brief guide entitled *How to Study Your State Constitution* and prepared a critique of the *Model State Constitution*. Dean William L. Bradshaw of the University of Missouri authored for the project his memoirs of the Missouri Constitutional Convention of 1943.

Considerable work has been done in identifying and analyzing the salient issues of constitutional revision in the states. Nearly a hundred persons representing 44 states replied to a questionnaire concerning constitutional problems. Using these responses as a base, the staff identified the major problem areas and then sought outside assistance in the preparation of specific studies.

Preparing these studies are Sheldon Elliott, director, Institute for Judicial Administration, New York University; Robert B. Dishman, University of New Hampshire; Victoria Schuck, Mt. Holyoke College; Bennett M. Rich, Rutgers University; Ferrell Heady, Jr., University of Michigan; Gordon E. Baker, Santa Barbara College; Hugh A. Bone, University of Washington; Robert S.

(Continued on page 595)



# National Municipal Review

Volume XLVII, No. 11

December 1958

Published monthly except August by the National Municipal League

---

NEWS OF THE LEAGUE .....	541
Members O. K. New League Name .....	541
EDITORIAL COMMENT .....	544
The Citizen's Highest Duty .....	544
A Sovereign Deposed .....	545
CHALLENGE: METRO PUZZLE ..... <i>Thomas H. Reed</i>	546
CHALLENGE: LEGISLATURES ..... <i>Jefferson B. Fordham</i>	551
CHALLENGE: RESOURCES ..... <i>Irving K. Fox</i>	556

## News in Review

CITY, STATE AND NATION .....	<i>H. M. Olmsted, Editor</i>	562
Voters Pass on Many Proposals .....		562
METROPOLITAN GOVERNMENT .....	<i>William N. Cassella, Jr., and Victor Jones, Editors</i>	572
City-County Merger Sought in Knoxville .	<i>George A. Condon</i>	572
PROPORTIONAL REPRESENTATION .....	<i>George H. Hallett, Jr., and Wm. Redin Woodward, Editors</i>	577
West Virginia Uses Cumulative Voting ....	<i>Paul D. Stewart</i>	577
TAXATION AND FINANCE .....	<i>Jackson Phillips, Editor</i>	578
Governor Loses Tax Assessment Battle .....	<i>Paul J. Piccard</i>	578
CITIZEN ACTION .....	<i>Elsie S. Parker, Editor</i>	582
Corporation Runs Citizen Campaign .....		582
LETTER TO THE EDITOR .....	<i>Charles S. Ascher</i>	586
RESEARCHER'S DIGEST .....	<i>Ralph W. Conant, Editor</i>	587
New Jersey's Economy Surveyed .....		587
BOOKS IN REVIEW .....		591

---

Second-Class mail privileges authorized at Worcester, Massachusetts. Publication office, 150 Fremont Street, Worcester 3; editorial and business office, Carl H. Pforzheimer Building, 47 East 60th Street, New York 21, N. Y. Copyright 1958 by the National Municipal League. Subscription, \$5 per year; Canadian, \$5.25; foreign, \$5.50; single copies 50 cents. The contents of the Review are indexed in *Business Periodicals Index*, *Index to Legal Periodicals*, *International Index to Periodicals* and *Public Affairs Information Service*.

## Editorial Comment

### The Citizen's Highest Duty

MURRAY Seasongood was out of town on his birthday, October 27, when he joined the ranks of the octogenarians, but a congratulatory letter from President Eisenhower reached him in a resort city more than 500 miles away.

The President's letter, expressive of sentiments pouring in on Mr. Seasongood's office and home in letters, telegrams and cables, said:

"I have been told that you 'fled' Cincinnati in order to escape a proper celebration of your 80th birthday. Whether this is true or not, it is characteristic of your modesty—and suggests the affection in which you are held by your native city.

"You richly deserve all the honors offered to you. In your career of public service you have done much to strengthen the civic life of your neighbors in Cincinnati and across the land. The way you have taught and shown how each citizen can and must take a responsible part in the workings of local government is in the finest tradition of that great American whose birth date you share, Theodore Roosevelt.

"It is a pleasure to send you my congratulations and best wishes."

Characteristically keeping his eye on the high objective, Mr. Seasongood replied, in part:

"For Theodore Roosevelt,<sup>1</sup> to whom you refer, I have a lasting admiration. While he achieved mightily in many fields, the greatest of his accomplishments is, I think,

to have infused young men of promise with the dignity and worth of good government, and of service to it, on an unselfish basis. He inspired them, as you say, not merely by pronouncement but by the example of his own life, to believe that such endeavors are, in peace time, the citizen's highest duty of patriotism."

A Cincinnati newspaper columnist, Alfred Segal, who found Mr. Seasongood at his law office desk in shirt sleeves a few days before his birthday, avoided the temptation to detail the notable accomplishments of a productive life that takes 52 highly condensed lines in *Who's Who in America* by hitting a few high spots and relating a revealing story.

Recalling that Mr. Seasongood had started out virtually alone at the age of 45 to buck an all-powerful political machine, had fought for the reform charter of 1924, been elected to the city council and chosen first mayor under the new charter, Mr. Segal described Mr. Seasongood as the "founder of honest city government that has stood untarnished at city hall through all those 32 years."

One day, he related, Mr. Seasongood was walking along a Cincinnati street with his old law professor at Harvard when a stranger stopped them and said to Mr. Seasongood, "May I shake your hand, sir?" The stranger grasped his hand with warm appreciation, expressing gratitude for his civic leadership.

"That," the professor wrote Mr. Seasongood later, "was an honorary degree worth having."

<sup>1</sup> A National Municipal League founder.

It apparently has not occurred to Mr. Seasongood that 80 is an appropriate age for retirement. Only recently he assumed an additional important responsibility by accept-

ing appointment as a member of the Harvard Overseers Committee to Visit the Department of Government, where he has lectured from time to time.

## A Sovereign Deposed

**T**HE voter is sovereign in the leader of the world's free nations. Or is he?

When he is asked to decide matters on which he is unlikely to have adequate information or opinion or is confronted by a ballot which asks him to make too many decisions at one time, as was the case in many of last month's elections (see page 562), he is just as surely deprived of his crown as if it had been snatched from his head.

To be asked to vote on dozens of constitutional amendments, as he was in Georgia and Louisiana, goes well beyond the border of the ridiculous. It is obvious that, under such circumstances, it would not be possible for advocates of amendments to get the attention of voters

or for the voters to keep in mind the essential facts.

It is somewhat miraculous, under the circumstances, that voters managed to make some wise decisions, such as requiring civil service examinations for sheriffs and strengthening county home rule. Up to now the only "civil service sheriff" has been the one serving the city of New York.

Repeatedly, the voter showed himself to be a poor employer by declining adequate compensation to those he hires, especially members of the state legislatures.

His Majesty might do better if he could concentrate his attention on only a few proposals, not including a grab bag full of stuff that has no business in constitutions.

## Uphold City Code and Charter

**W**HEN a city official is named to office he takes an oath, which is duly signed and notarized and becomes a public record. It reads:

"The undersigned who has been elected (or appointed) to the office of — but has not yet entered upon the duties thereof, swears that he will support the constitution of the United States and the constitution of

the state of Wisconsin, and will faithfully discharge the duties of said office to the best of his ability."

There's something missing there, as someone has just pointed out to us. If we are to have oaths — doubtful as they may be in value — why doesn't this oath refer as well to upholding the city code of ordinances and the city charter?

—*Editorial, Milwaukee Journal, July 16, 1958*

# Challenge: Metro Puzzle

States must provide legal means for getting urban integration which cannot be thwarted, says expert.

By THOMAS H. REED\*

NO ONE thinks of contesting that there "are and of right ought to be" in our country three levels of government—national, state and local. In theory, at least, we still cling to the doctrine that in this triumvirate the states properly occupy the key position. In fact, however, we all know that the states have lost much important ground to the nation. Even the furious proclamation of states' rights on the school segregation issue cannot conceal the fact that the states generally have become increasingly dependent on the federal government for the financing of essential services and that efforts to reverse this trend are getting nowhere rapidly. It is not so well known that the states have not only turned over part of their heritage of authority to the government in Washington but have defaulted on vital aspects of their duty toward their local communities.

It is obviously the duty of each

state to provide for its people a workable system or pattern of local self-government through which necessary services and controls can be supplied at reasonable cost and in conformity, as near as may be, to public demand. This duty was performed with at least moderate success from the earliest settlements in the seventeenth to past the end of the nineteenth century. General units of local government—the town in New England, the town and county in the middle colonies and the county elsewhere—were brought from England by the first settlers. These units were adapted to rural needs. As urban communities made their appearance their more complex requirements were met by the incorporation of municipalities.

This process went on with increasing rapidity after the Revolution. The original counties—often of enormous size—were cut down as population increased. Municipalities—cities, boroughs and villages—multiplied with accelerating speed, while the already established cities took care, as a rule, of the needs of their expanding suburbs by annexation.

There were many defects in the organization and operation of all these units, not the least of which were due to the interference of the state legislature in their internal affairs. The National Municipal

\* Dr. Reed, government consultant and noted expert on metropolitan area problems, was one of the authors of the National Municipal League's pioneer study, *The Government of Metropolitan Areas* (1930). He has made many surveys of metropolitan areas including that for Atlanta and Fulton County, Georgia, and among the numerous charters he has drafted was the one consolidating the city of Baton Rouge and East Baton Rouge Parish, Louisiana. This article is Dr. Reed's address before the National Conference on Government of the National Municipal League, Colorado Springs, September 16, 1958.

League, indeed, was founded in 1894 to combat such evils and has been busy at that task ever since. It is safe to say, however, that through the early 1900s most communities in the United States were provided with a type of government—rural for rural areas, urban for urban areas—reasonably well adapted to their needs.

Up to 1910 only a handful of the very largest centers of population—New York, Boston, Philadelphia and Chicago—had developed what we have come to know as “metropolitan” conditions. The vast twentieth century movement of population from the farms to the cities had only just begun and the automobile had not yet made possible the dispersion of the increasing urban population over unprecedentedly extensive suburbs.

\* \* \*

As the suburban surge gathered headway the traditional policies of the states with regard to the pattern of local government broke down. The comparatively deliberate process of annexation failed utterly to keep pace, except in a few states, with the outward movement of population around established cities, and that monstrous phenomenon, the metropolitan area, in which industry, business and population is heterogeneously spread with utter disregard for the set boundaries of local government, became prevalent. Such abnormal growth has defied all existing means of control and direction, until the metropolitan problem has become, next to that of national defense, our greatest political perplexity.

Don't think for a moment that you are not concerned with this problem because you live in a small city. All the phenomena of metropolitan growth are as evident in the environs of Colorado Springs as in the surroundings of Chicago, St. Louis or Denver.

In dealing with this critical and momentous problem the states have so far played an inglorious role. They have for the most part adhered slavishly to their traditional policies with regard to the structure of local government. They have, it is true, given up splitting large counties into smaller and smaller ones but that has merely reflected the disappearance of any local demand for smaller counties. But as to combining the many small and impecunious counties now struggling ineffectively to meet the high cost of modern roads and other services, the record of the states is practically a blank. Indeed, by increased state aid and the assumption of formerly local functions, they have perpetuated the existence of a large and unhappy company of “pauper” counties.

What is much worse, the states in their dealings with the spreading population of the suburbs have, for the most part, continued their policy of making the incorporation of small municipalities easy. In the long period during which the continent was being settled it was all very well to provide a ready means by which the few hundred or even the few score inhabitants of each newly settled hamlet might, as a municipality, work together to solve their own problems. There was no other practical way of giving such embryo

urban communities, widely scattered over the area of the state, any form of self-government which would permit them to have at their own expense street lights, a water supply and some attempt at fire protection.

It is a very different thing to apply the same liberal standards to the incorporation of little groups of householders in a rapidly growing metropolitan area. And this is exactly what has been done in many states, to the utter governmental fragmentation of metropolitan areas. In the 174 metropolitan areas listed by the 1957 census there were 3,422 municipalities, more than 1,000 of less than 1,000 population, not to mention 2,317 townships, underlying units predating the advent of the automobile.

\* \* \*

The full significance of this over-multiplication of small units comes to light only when it is realized that all of them are practically immortal. At least they cannot be abolished, in most cases, or their powers curtailed, except with the consent of a majority of their citizens voting at a referendum. This consent is almost never given to annexation of the area by the core city or even to federated plans of metropolitan government although they go out of their way to guarantee the continued autonomy of the cherished municipality in many matters. Annexation is confined, therefore, to unincorporated territory and the only two successful attempts in the United States for a long generation to set up any form of metropolitan government—those in East Baton Rouge Parish, Louisiana, in 1947, and Dade County,

Florida, in 1957—were cases in which the proposal was submitted to the voters of the area as a whole.

This immortality of the small units of local government was not the unaided work of politically dominated state legislatures. Municipal reformers had a lot to do with it. Politicians at the state level were much more inclined originally to profit by the power of the legislature to play fast and loose with the organization and powers—even the existence—of municipalities. Accounts of the early conferences of the National Municipal League were full of complaints of the raids made by legislatures on the cities and of consequent demands for home rule.

As time went on those demands were more and more successful. The home rule principle was written into constitutions and statutes and, more importantly, into the political habits of the nation. The last great grab of a large city for the territory of a smaller neighbor was the annexation of Allegheny to Pittsburgh in 1906 through a joint referendum in which larger Pittsburgh naturally outvoted smaller Allegheny. Such a to-do was raised on this act of violence that no political group has dared risk anything like it since.

On the whole, city government has benefited from the home rule principle. But we reformers, who were responsible for promoting it, are entitled to a wry smile when we are forced to admit that our efforts had, like many of the wonder drugs, an unfortunate side effect. We did not intend to confer immortality on every incorporated place and in consequence to block a constructive



solution of the metropolitan problem. We must restate the home rule idea so as to give local self-government to every unit as established by the state but not to guarantee perpetuity to the existing boundaries of any unit.

The states must provide a means of bringing about metropolitan integration which cannot be thwarted by the penny-wise opposition of a local clique or wrecked on the shoals of suburban particularism. No other agency than the state can accomplish the reorganization of the structure of local government necessary to a solution of the metropolitan problem. It is unreasonable to expect the municipalities of a metropolitan area, with their highly individualized interests and habits, to agree on any form of union which it is believed will cost any of them either higher taxes or diminished prestige. Their conflicts of interest can be resolved only by a higher and impartial power.

\* \* \*

Virginia has provided for doing just that with regard to annexation by leaving the decision of the "necessity and expediency" of the annexation to the judgment of a judicial tribunal. Her effort is incomplete, however, because it does not cover the annexation of one municipality by another or any other solution of the metropolitan problem except outright annexation.

Washington has provided recently by general law for the creation in any county having one first-class city and one other city, of a metropolitan municipal corporation with from one to six areas of activity, but

adoption is dependent on a majority vote in the largest city and in the remainder of the proposed corporation, voting separately. The hope that the Washington act might lead to the creation of metropolitan units more comprehensive in character than the usual special district was dimmed when a proposed corporation in the Seattle area, with jurisdiction over sewage and water pollution control, regional planning and mass transportation, was defeated by fringe voters last March. Though at a second election, in September, voters approved creation of a metropolitan corporation, it was at the cost of narrowing its boundaries and limiting it to only the first of the three functions originally proposed.

Tennessee has a newly adopted constitutional provision providing in general terms for the consolidation of the larger cities of the state with their respective counties. This provision has many excellent features but it also provides for a separate vote in the largest city and in the remainder of the county. Nashville has just seen the labor of years knocked into a cocked hat by unreasoning suburban opposition.

We are not going to be able to solve the metropolitan problem on a purely local-option basis. Let us turn, therefore, to the province of Ontario and what it did for Toronto and its environs. We have all heard in the last few years numerous efforts to sell the Toronto scheme of metropolitan government to audiences in the United States. I have nothing against it as a device for handling metropolitan affairs, but in that respect it is only one of several



models which are worthy of consideration.

In most discussions of the Toronto plan its most unique feature is omitted—how the plan was adopted. It was not framed by a local charter commission. It was not subjected to referendum either in Toronto, outside of Toronto, or in the combined areas. The idea originated in the deliberations of the Ontario Municipal Board, a partially judicial, partially administrative body, which exercises considerable authority over Ontario municipalities. It had held lengthy hearings over the proposal of Toronto to absorb the twelve surrounding municipalities and the proposal of the little municipality of Mimico for some kind of metropolitan agency. It denied both proposals but it came up with recommendations addressed to the provincial government for a Metropolitan Toronto as a means of settling the debate which had gone on for years between Toronto and its suburbs.

The Ministry of Municipal Affairs brought into the Ontario legislature a bill embodying the recommendations of the Municipal Board, with some modifications. It was passed and Toronto Metro was created. The Ontario legislature, in effect, said to Toronto and the twelve suburbs, "This is it." It is highly improbable that if the plan had been submitted to popular vote it would have carried in a majority of the

twelve suburbs. Certainly there would have been some of them which would have rejected it. When, however, the issue was once authoritatively decided, every one fell into line. Toronto's Metro Plan has been accepted generally, its functions greatly enlarged with manifest popular approval, and an investigatory commission appointed by the provincial government has given it a solemn blessing.

\* \* \*

The Toronto plan of metropolitan organization has its defects against which we should be on our guard, but it is significant that the only responsible local criticism which is heard outside Toronto comes from those who believe that even better results than those which Metro has accomplished could be realized under a more centralized system.

May I observe that no individual or community in the Toronto area has been deprived of the privileges of local self-government. The setup is no less democratic because the province has determined that some of the functions formerly performed by the separate municipalities should now be performed by a new unit established by law. It is time that our states took their courage in their hands and said to the jealously wrangling units of our metropolitan areas, "Here is the pattern within which you shall exercise your privilege of local self-government."

# Challenge: Legislatures

States advised to overhaul representative bodies making them competent to handle urban problems.

By JEFFERSON B. FORDHAM\*

I AM not one of those who think that urbanization and other developments in our society are combining to relegate the states to a distinctly secondary role in the governmental scheme of things. It is not my disposition to glorify government as such at any level, but I do favor the unhesitating granting of governmental authority commensurate with responsibility and the fortifying of governmental units at all levels for the prosecution of the parts of the total job appropriate to them.

It is obvious that the national government has a tremendous interest in urbanization, at least equal to that in the agricultural life of the country. Ours is conspicuously an urban civilization and further urbanization is going on apace. The national government is concerned with urban life in terms of the broad general welfare of the national community as well as in terms of urban developments and land uses, with respect to which there is at least some measure of federal jurisdiction, whether as part of the power over federal reservations or over navigable water or what not.

\* Dr. Fordham is dean and professor of law at the Law School of the University of Pennsylvania. He was formerly professor of law at Louisiana State University and dean and professor of law at Ohio State University. This article is Dr. Fordham's address before the National Conference on Government of the National Municipal League, Colorado Springs, September 16, 1958.

We recognize the fact that the national government has important interests and responsibilities with respect to urban development, as well as the practical consideration that it has the unique capacity to exert the taxing power on a national basis as a means of distributing the cost of what politically organized society undertakes to do.

That the states still occupy a key governmental position in relation to urban development is made clear enough by a little reflection. It is within the state political framework that urban governmental arrangements and powers are provided; local government is the creature of the states. The primary governmental jurisdiction is state jurisdiction. The challenge which urbanization presents to our political inventiveness is thus addressed directly to the states.

Even in the realm of finance the position of the states is one of major importance. State and local revenues substantially exceed those of the federal government not allocated to defense purposes. The financing of what government does in relation to urban affairs continues to be primarily a state and local burden.

In a significant additional respect the states have a preeminent responsibility. The law under which individuals engage in private land use planning and development is state law. There are a good many things

which government does directly in urban development but a major concern of the states is to provide the legal framework wherein private people can prosecute development.

To recognize the just role and responsibility of the states in relation to urbanization is not at all to say that they are meeting the challenge. On the contrary, it is painfully evident that states have not been adequately responsive to urbanization. Consider, for example, state legislation with respect to annexation of territory to municipalities. There are certainly exceptions, but I think it is demonstrable that, on the whole, legislation in these areas is outmoded and almost devoid of policy content in so far as recognition of urbanization is concerned.

In 1953 John Dwyer of the Ohio Bar and I published a study which disclosed that this was the case with Ohio's venerable laws on these subjects.<sup>1</sup> A recent study by Professor Daniel Mandelker, of the Indiana University Law School, confirms that this statutory lag is widespread.<sup>2</sup> There is urgent need of thorough overhauling of the statutes on this subject in many states with a view to the development of substantial lines of policy which are responsive to the urban character of American life.

Another illustration, which is more widely known, is the uneven representation in state legislatures. Underrepresentation of urban folk

goes to great extremes, as in Connecticut, where each town has one seat in the state's lower house while New Haven has but two. It is not easy to overcome the disparities which exist, but for them to continue is to render it less likely that the states will meet the challenge confronting them with respect to urban development.

A basic step in girding the states for their role in relation to urban development is constitutional revision. In a number of important respects many state constitutions are not geared to the challenge of our times. I shall deal with only two of them: the problem of revitalization of the state legislative institution and some aspects of state-local relations.

\* \* \*

In my judgment, the most serious failure in American political development is the state legislature. The importance of this institution is self-evident. It is the chief policy-making and power-distribution organ in the state constitutional scheme of things. Yet the prevailing public attitude toward the legislature for more than a century has been one of distrust. The people have, by constitutional provision, limited legislative power either by dealing directly with ordinary policy questions or by expressly restricting legislative authority. We have made the legislature a part-time organ seriously lacking in continuity, we have done little to improve the strength of the legislature with a view to efficient and responsible action and we have even hedged the legislature about with procedural requirements governing its own internal business.

<sup>1</sup> "Municipal Incorporation and Territorial Changes in Ohio," 13 *Ohio State Law Journal*, 503 (1952).

<sup>2</sup> "Standards for Municipal Incorporation on the Urban Fringe," 36 *Texas Law Review*, 271 (1958).

The notion that in our system the state legislatures are bodies with plenary power is well grounded historically but we have imposed so many limitations upon the legislatures that their powers are far from plenary. In many respects a state legislature of a given state will be found to be much more circumscribed in its authority than is the Congress of the United States, which is a body with delegated power. This is perhaps most conspicuously true in the realm of finance.

Take Pennsylvania as an example. In that commonwealth it takes a constitutional amendment to authorize a general obligation state indebtedness. This is an extraordinary situation in a political community of over 10,000,000 confronted with tremendous problems with respect to the financing of public activities and facilities. Obviously the financing has had to be done. What has happened has been resort to the public authority device with debt service actually being covered by general state revenues through the guise of rentals under leases from the ad hoc units. There could hardly be a better demonstration of the good sense of a constitutional scheme which permits the state government to do directly by conventional general obligation borrowing that which it now finds a necessity to be done by indirection at greater cost.

Another constitutional strait-jacket which exists in Pennsylvania is the requirement that all taxes be uniform. As this has been construed, it not only applies to non-property taxes but also precludes resort by the legislature and local government

to the principle of taxation in accordance with ability to pay. So rigidly is the provision interpreted that the courts will not sustain a personal exemption under a flat rate municipal wage tax. I am, of course, not talking here about the wisdom of this or that tax policy. What I am saying is that it is little short of astounding in this day and time to have a constitutional pattern under which the legislative body, charged with fixing tax policy, is precluded from resorting to any degree to the principle of progression in rates.

In many state constitutions we find provisions dedicating this or that tax to particular purposes and thereby excluding legislative discretion with respect to the application of public funds. This violates the sound principle of public finance that taxes should be levied for the general support of government and the proceeds appropriated as needed. Debt service levies are, of course, an exception to this. Provisions dedicating particular revenues restrict flexibility of action of the central policy-making body in dealing with state and local problems.

\* \* \*

There are special types of restrictions upon the powers of state legislatures which reflect public lack of confidence in the institution. In only a small number of states do the legislatures meet annually. It is likely, moreover, that in a given state only the governor may convene the legislature in special session and the legislature, at a special session, may consider only the matters within the governor's call. All of these things are, in effect, limitations upon the

power and freedom of legislative action at the state level. Added to them is the prevailing theory, strongly supported by judicial decisions, that legislative committees may not be authorized by their parent bodies to act in the interim between sessions since a legislature becomes *functus officio* upon adjournment *sine die*.

I am not one to urge preoccupation with matters of structure, but it is only good sense to try to erect a governmental structure designed for the effective discharge of its responsibilities. In the case of the state legislature I am convinced that the bicameral form is much less well adapted to the effective shaping and determination of legislative policy than the unicameral form. At the heart of the matter is the problem of providing a structure which will sharply focus institutional and political responsibility. The unicameral form is definitely superior in this respect since it concentrates responsibility in a single body in which one political party or another in a two-party system is necessarily in the majority at a given time.

Another reason I stress the unicameral form is that we need a dramatic point of departure in the effort to revitalize the state legislature. A basic structural change of this sort should have this dramatic quality and thus should be helpful in making a significant fresh start in the application of the principle of representative government in our scheme of things.

A second major aspect of state constitutional revision is the subject of state-local relations. When we

concern ourselves with giving proper recognition to local autonomy in our legal and governmental arrangements, we should bear in mind the very important distinction between political self-determination on the one hand and local responsibility for decision-making within an adequate framework of governmental authority on the other. In short, it would be a real mistake to think of local home rule in terms of political self-determination. Today we are not simply an urban civilization, we are indeed a metropolitan civilization. If there is to be the requisite flexibility of action and the freedom to take an overview on a geographical and societal basis as wide as problem areas, we cannot sensibly insist on a kind of constitutional home rule which makes of local units *imperia in imperio*. Thus, the substantive home rule powers of local units should not be placed beyond the control of the state legislature exercised through general legislation.

\* \* \*

One would hope that, were the state legislature revitalized, there would be a better appreciation in the state legislative halls of problems of urban development and a greater readiness on the part of the state legislatures to assure the framework of power and structure within which there would be great freedom of local decision-making in the attack upon urban problems.

In this connection, we should recognize that the giving of fairer representation in state legislatures to people in urban areas, based on population, is not of itself a guaranty of greater legislative sensitiv-

ity to the problems of urban areas. I am thinking particularly of the suburbanite. As far as my observation goes, the people in suburban communities on the fringes of large center cities are not predominantly affected by any sense of metropolitan community but, on the contrary, have an immediate community orientation which is at odds in many respects with center city or metropolitan orientation. The point I am making is that even though there is a split between center city and suburbs, a state legislature improved along the lines indicated would be likely to face up to the compelling problems of urban life more responsibly than the legislatures today.

The challenge of urban development to the states is nowhere greater and more compelling than in the area of urban renewal. There is a sharpening awareness in older communities of substantial size of the need of a broad, comprehensive effort calculated to achieve extirpation of urban blight and its replacement with a sound, wholesome land use configuration. As expressed in a publication of the Philadelphia Housing Association in January 1958:

"Urban renewal is more than redevelopment. It is the clearance and rebuilding of intolerably bad areas; it is housing code enforcement and rehabilitation through voluntary efforts. It is provision of all the needed public facilities—schools, libraries, health centers, police stations, fire houses, parks and playgrounds. Urban renewal also means improved street patterns, better transportation facilities and the revitalization of

industrial and commercial facilities to give employment and to strengthen the economy and the tax base of the city. Above all, urban renewal is good housing for everyone—rich and poor, young and old, families and single people."

Urban renewal so conceived may well be vital to the very survival of our cities—it certainly is of first-rank importance in assuring the kind of condition in urban life in which the individual and social values which we hold dear may be nurtured.

\* \* \*

While urban renewal really adds up to a national problem, state government has a major responsibility with respect to it. It is for the states to assure the requisite authority for local action, local financing within the limits of sound local finance, state guidance and cooperation with respect to planning and the shaping of legal and other devices for the implementation of planning and the encouragement of interlocal cooperation in relation to comprehensive renewal programs. Put a little differently, it is for the states to exercise the power of state government in such a way as to provide sustained encouragement for the public and private action needed to achieve massive urban renewal. If we are going to live under urban conditions, the obvious task is the improvement of those conditions.

Mention should be made of one challenging aspect of urban development which is of growing concern as urban life sprawls far out from center city. Already in many sub-

(Continued on page 571)



# Challenge: Resources

States have their role to play in administering gifts of nature and should not renege to nation.

By IRVING K. FOX\*

**I**T IS noteworthy that when President Theodore Roosevelt sought to stimulate an interest in natural resources at the inception of the conservation movement in 1908 he called a conference of governors. Would he have thought first of the governors today? During the half century since that meeting the relative responsibilities of the federal and state governments have been vastly altered. The federal government has assumed a measure of authority and responsibility in the resources field undreamed of when the governors convened in 1908.

In discussing the role of state governments in natural resources administration we are confronted with the hard fact that this major change in our federal structure has taken place. Can or should this pattern of governmental responsibility be appreciably different?

My consideration of this fundamental issue will be based upon two important premises. First, it is my

view that there are no self-evident answers to the question of what the function of state government should be in resources administration. Improvements in our federal structure will require both painstaking research and experimentation. Second, I share a conviction of many people that state government should assume a major part of the burden of public resources administration and that the federal government should not assume this burden where the state jurisdiction is adequate to the task. The necessary preoccupation of top federal officials with critical international and national issues, the inherent inertia of large organizations—public or private—and the frequent detachment of federal decision-making officials from geographic areas directly affected, support this conclusion.

Yet, in the natural resources field there is still another and, I believe, a more important consideration. Many resource activities have a direct influence upon the immediate environment in which they are undertaken. Outdoor recreation development, land use regulation, pollution control, forest and watershed management and many other resource activities have national implications but the immediate and direct impact is upon the people within the area where these activities take place. It is in accord with our individualistic and democratic tradition

\* Mr. Fox is director of the Water Resources Program of Resources for the Future, Inc. He was formerly the representative of the U.S. Department of the Interior on the interagency survey of the Arkansas, White and Red River basins, 1950-1955; and a staff member of the Southwest Field Committee, U.S. Department of the Interior, Albuquerque, New Mexico, 1949-50. This article is Mr. Fox's address before the National Conference on Government of the National Municipal League, Colorado Springs, September 16, 1958, abridged to meet space requirements.



that those directly affected should, through state and local political processes, determine the character of the immediate physical and economic environment in which they live.

In assessing the future role of the states in the field of natural resources it is essential that we keep in mind the demographic, economic and physical ramifications of our problem.

There will be more and more people to feed, clothe, house and educate each year in the future than we have today. It is of equal significance that an ever increasing proportion of these people will live in urban instead of rural areas; that a smaller proportion of the labor force will be foresters, miners and farmers and a larger proportion will work in shops, factories and offices; that the metropolitan centers will spread out even further and that most of the small and medium-sized cities will continue to grow. An urbanized population makes its own peculiar demands upon its natural resource base. \* \* \*

Yet, in the face of the population projections with which we are all familiar, and ever present national defense requirements, most observers agree that our natural resources have the potentialities for supporting a high standard of living for our growing population. There is confidence that soil conservation and technological innovations based upon scientific research will permit the agricultural sector of our economy to keep pace with rising demands for food and fibre. We optimistically assume that these needs can be met,

while at the same time dedicating enormous acreages to urban dwellings, factories, highways, water reservoirs and outdoor recreation facilities.

Similarly, we believe that if we manage our forests wisely we can meet our future timber requirements. Since only a small proportion of the nation's total water resources disappear as a consequence of human activities, critical deficiencies should not result if we have the wisdom to develop and manage the supplies available to us. Although there are shortages of important minerals, relatively abundant supplies of others, together with improved techniques for exploration and the opportunities for substitution among materials which science promises, are bases for confidence that mineral shortages will not be of a crippling nature. Finally, our abundant fuel resources, including the prospects of atomic power, are good reasons for believing that our energy resources are adequate.

In my judgment, this optimistic view is a reasonable one. Yet it is based upon some crucial assumptions which are pregnant with implications for the responsibilities of government in natural resources conservation and development. These assumptions are that:

We will plan wisely the orderly development and utilization of the resources with which we have been endowed.

Large investments will be made in scientific investigations and research to increase the productivity and utility of our natural resources.

Through education and technical assistance research findings will be communicated to those responsible for resource management and use, for practical application.

Institutional arrangements will be devised for improving resource management practices.

Large capital investments will be made in water storage, pollution abatement and outdoor recreation facilities.

\* \* \*

Thoughtful consideration of this list of assumptions is both sobering and challenging to those of us interested in resources administration because they remind us that continuing abundance of resource products can be realized only if we apply an unusual amount of effort, intelligence and ingenuity to the management and development of our resource base. The ability to produce economic goods and services from the resources with which we are endowed, however, is only part of the task. Another aspect of the problem, and one of which we are becoming more and more conscious, is that of establishing and preserving an economically efficient and an aesthetically desirable physical environment.

The heavy concentrations of population in major metropolitan regions will mean that the geographic relationships among residences, schools, recreation areas, factories and business centers and the location of transportation facilities will be of tremendous economic and social significance to the people of these regions. Similarly, the mounting demand for water for many purposes

will require that available resources be developed and managed with unusual care to attain the economic and social goals we seek. It is evident, I believe, that to meet these aspects of the natural resource problem we will rely upon governmental institutions to a greater extent than heretofore to plan and regulate land and water use because market forces alone will be inadequate to the task.

The implications of this prospect for government are manifold. It will require the extension of urban planning concepts to much larger geographic areas than the immediate environs of a city. It will demand an unusual degree of coordination among federal, state and local officials in planning, financing and developing highways, water facilities and recreation areas. Undoubtedly it will necessitate the increased use of the police power to regulate land and water use. In short, demands will be made upon government to manage our natural resources so as to provide the kind of environment to which we aspire as well as to assure an abundance of resource products.

Probably the best evidence of the opportunity for strengthening and expanding the role of the states in resource administration is to be found in the existing programs of individual state governments. I need only remind you of the enviable reputation of the Illinois Geological Survey, of the forestry program of Pennsylvania, of the state parks of New York, of the irrigation projects developed in Montana and of the fish and wildlife conservation activities of Michigan, to emphasize that

there are dynamic state natural resources programs. Good state resources programs, however, are far from universal. Moreover, the nature of the opportunity confronting the states is changing. In view of the existing pattern of governmental responsibility and the tasks in public resources administration we have identified, what are the opportunities for state action?

There is a widely held conception that, to be more effective in the natural resources field, state governments must pursue resource policies divorced from the policies of the federal government and be prepared to make large capital outlays for resource development purposes. I fear that this conception tends to deter active consideration of the more practical opportunities for improving state resources administration. The interstate character of our streams, the mobility of our people and the national implications of our resource requirements, dictate the need for nation-wide policies and programs. Moreover, the trends of the past half century, the other established and growing demands upon state treasuries and the superior financial resources of the federal government indicate that one of the more difficult tasks will be to expand capital investment by states in resource development. Nevertheless, the other opportunities are great.

One opportunity is in river basin planning. River basin development is of commanding importance to agriculture, industry and outdoor recreation in each state. Although it is essential that an interstate stream be developed and managed

on an integrated basis if its potentialities are to be realized, each affected state has a legitimate interest in the determination of what constitutes optimum development. A few states, such as California, have demonstrated that a state government can exercise initiative and leadership in water resources planning and development in a cooperative endeavor with federal and state agencies. In view of the prospects that more and better water development will be required in the future, each state might well inquire as to whether it has an adequate staff of professional personnel, including engineers, hydrologists and economists to work with federal and local personnel in river basin activities.

\* \* \*

Resources research offers a second field of opportunity for state government. Our society is dependent upon scientific research for an abundance of resource products. Also, research is a vital foundation of the advanced educational institutions for which the states have assumed a major responsibility. In each state responsible officials might well ask themselves, in view of the resource problems confronting the state and the needs of its universities and colleges, whether state financing for resources research programs in both the physical and social sciences is adequate.

A third area of opportunity for the states is in resources education. Education remains a primary responsibility of state and local agencies. The need for strengthening resources education at all levels is evident. The governmental role in

resources administration, combined with the pressures of special interest groups upon government, demands a well informed citizenry if resources conservation and development in the over-all public interest is to be realized. At the professional level well trained personnel will be needed. Are our colleges and universities equipped to meet these demands?

A fourth opportunity is in the area of technical assistance. The smaller communities will require more and more help in planning water supply facilities, sewage treatment systems, small watershed development and land use programs. Owners of small commercial forest holdings need technical advice—and possibly other services—to assure improved management of this vital sector of our forest resources. Can state agencies assume responsibility for the expansion which will be required?

Outdoor recreation offers still another opportunity to state government in the field of natural resources. The demands are so insistent and the possibilities are so great that no one can fail to recognize the opportunities for state action.

Finally, the states are in a unique position to influence resource use through regulation. This power can be exercised directly by the state government or through delegation of authority to local units of government. Will the states utilize this authority to preserve scenic values along highways and streams, to regulate the use of flood plain lands to minimize flood damages, to control air and stream pollution and to assure best use of our water resources? The states have the au-

thority but will they exercise it in a manner to elicit public confidence or will federal intervention be invited?

I believe that the major opportunities for state action are to be realized by building upon existing foundations of state authority and responsibility. My position accepts the reality and the desirability of national policies and programs. It recognizes that the states must function within a complex administrative framework in which federal, state and local government personnel work together on interrelated programs. In fact, these cooperative relationships in planning, research, education and development can be a source of strength and lead to programs which appropriately reflect national, state and local interests in resources conservation and development.

\* \* \*

To cite the opportunities for and the desirability of state action is no basis for concluding that these opportunities will be seized. The states must prove themselves capable of discharging the additional responsibilities which they might assume before they can expect to receive them. Those of us interested in the improvement of state resources administration might well consider several hard questions.

First, can a state government expect to reflect the wishes of its citizenry if the urban population is grossly underrepresented in the state legislature—a situation which exists in a number of states today? Urban populations have a vital interest in outdoor recreation opportunities, land use regulation and clean water.

Can a modern state government be a strong and dynamic institution if it is not responsive to these interests?

Second, can a state expect to expand its natural resources responsibilities in the absence of a corps of highly skilled professional personnel trained in natural resources specializations? The field of natural resources requires skilled scientists, engineers, economists and others to conduct research and investigations, to formulate plans and to provide technical assistance. The regulation of resource use merits personnel in whom people can have confidence both as to their impartiality and as to their professional judgment. A good civil service system and salary schedules reasonably comparable to those found in federal agencies and private industry are essential to the attraction of qualified professional people in state government. If the states cannot attract able people with these skills can they expect a responsible role in this field?

Third, can a state do a satisfactory job in resources administration if its administrative structure does not permit a clear-cut establishment of responsibility for natural resources programs, including the coordination of interrelated resources activities? Too many states still dilute the governor's responsibility for executive leadership by the direct election of numerous state administrative officials and a proliferation of boards and commissions. Much has been said about the lack of coordination among federal natural resources agencies but in a number of states interagency coordination

among resource agencies is much less effective than at the federal level.

In other words, governmental institutions like others are subject to competitive forces. It is difficult to see how the states can assume more effective roles in natural resources administration unless the political and administrative processes through which they secure their strength are sensitive to the forces at work in our society, a society composed largely of urban dwellers, a society dependent upon science and technology for its future well-being, a society which cannot take for granted the availability of open space, clean streams, fresh air, the preservation of scenic areas and the productivity of its land, water, forests and minerals.

\* \* \*

This then is the challenge: the states have a role to play in the administration of some types of natural resources activities which, I believe, can be a more effective role than is inherently possible by the federal government for those same activities. The opportunities to serve, particularly in planning, research, technical assistance, education, regulation of resource use, and to some extent in development, are numerous and important. If the political leadership in a state recognizes these opportunities—as some are doing—and equips and orients the state government to represent and serve the type of society which is in prospect, it will make a contribution to the management and development of its natural resources of which it will be proud.

# News in Review

**City, State and Nation**

*Edited by H. M. Olmsted*

## Voters Pass on Many Proposals

### Amendment Results Show Spotty Pattern

**T**HE November 4 general election this year again involved a large number of amendments to state constitutions and other state propositions; and again many of the proposed amendments were far from constitutional caliber. Georgia produced an unenviable record of 74 amendments submitted, 58 of which were purely local. Louisiana, as usual, also had a large number—30—but this was well below its record 48 in 1956.

Most in the public eye, nationwide, were the six "right-to-work" amendments, which were defeated except in Kansas. Of somewhat less than earth-shaking importance were "bingo" amendments, endorsed in Colorado, Delaware and Nebraska. (New York City and various smaller New York municipalities also approved bingo, but at least three rejected it.)

Among the more important amendments adopted was one for appointment of the Kansas Supreme Court by the governor from nominees of a special commission, with a referendum vote after a year. This emulates the plan in neighboring Missouri. West Virginia goes to appointment of its school superintendent instead of election; and New York and Oregon adopted county home rule amendments. On the other hand Arizona and Colorado rejected civil service proposals and Washington passed up the opportunity for a reapportionment commission to act when the legislature fails its duty.

The following paragraphs give results so far as available, by states. Vote fig-

ures are necessarily unofficial and somewhat incomplete. Additional information will appear in the January issue.

#### Arizona

The voters approved a statutory initiative to change the name of Arizona State College at Tempe to Arizona State University, 141,360 to 74,382, and defeated an initiative to establish a merit system for employees of state, county and municipal governments, 115,530 to 73,215 (vote figures unofficial).

The state legislature several times in recent years has rejected proposals to change the name of the institution at Tempe. The general merit system initiative was the second on the ballot in an eleven-year period. In 1948 the voters endorsed a merit system which later was declared unconstitutional by the State Supreme Court.

PAUL KELSO

University of Arizona

#### California

Fifteen proposed constitutional amendments and three other propositions were voted on. According to unofficial returns, six amendments and one proposition were adopted. The vote on the amendments and propositions was heavy—from 70 to over 95 per cent of the total vote at the election.

The subjects of the winning amendments and the votes thereon (for the percentage of total precincts shown) are as follows:

Authorizing \$220,000,000 of state bonds to provide loans and grants to school districts for construction and equipment (2,922,654 to 1,040,617, 92 per cent);

Authorizing \$200,000,000 of state construction program bonds for state educational, correctional and mental institutions and other state facilities (2,557,340 to 1,497,280, 92 per cent);



Authorizing \$60,000,000 of state harbor development bonds (2,135,307 to 1,629,605, 92 per cent);

Authorizing the legislature to adopt wartime disaster laws providing for filling offices of legislators or governor in case of death or disabling injury of one-fifth of legislators or incumbent governor, for convening of general or extraordinary legislative sessions, for elections to fill vacant or temporarily-occupied offices, and for temporary location of state capital and county seats (2,671,089 to 774,223, 88 per cent);

Authorizing legislation permitting persons to vote for president and vice president after residing 54 days in the state (instead of one year as at present) if otherwise qualified as electors (1,947,390 to 1,604,402, 88 per cent);

The successful proposition authorizes \$300,000,000 of state bonds for assisting California war veterans to acquire farms and homes (2,727,868 to 967,636, 92 per cent).

The defeated amendments would have permitted increases in legislators' salaries (now \$100 per month); required newspaper publication of proposed bond issues; facilitated taking possession of land condemned for airport or school purposes; authorized local governments to issue bonds for road improvement and grade separation purposes, principal and interest to be paid from gasoline and motor vehicle taxes; permitted legislators to be notaries; made the state superintendent of schools appointive by the State Board of Education instead of elective; permitted salary increases for local officials during their terms of office; removed tax exemption for elementary and high school property of religious and other non-profit organizations; eliminated the 30-day recess during general sessions of the legislature; and prohibited future requirements for union membership as a basis of employment ("right to work").

One of the losing propositions would have permitted Sunday boxing; the other would have reduced sales tax rates and increased income tax rates. The latter lost by the heaviest margin of all the propositions and amendments.

### Colorado

Out of five proposed amendments the voters approved only one, to legalize bingo, lotto and raffles for *bona fide* religious, charitable, labor, fraternal, volunteer firemen's and veterans' organizations. This carried by a narrow margin. The defeated proposals included a "right to work" amendment, which lost by a vote ratio of about three to two. A proposal to revise the state's civil service system, including establishment of a probationary period, limitations on provisional appointments and veterans' preference, and authority for the legislature to exempt department heads, was rejected by a small margin. Also rejected were a proposal to allow the legislature to change salaries of county officials during their four-year terms, and one to allow the legislature to create alternative forms of county government, including a home rule charter form; both lost by a vote of about 250,000 to 150,000.

### Connecticut

Three amendments were proposed and approved. The first places in the constitution a prohibition against dual office-holding by state legislators—now forbidden by statute. It won by a vote of 88,578 to 41,704. The second provides that "claims against the state shall be resolved in such manner as may be provided by law"—thus permitting the legislature to establish a commission or other agency to handle such claims, which now require special legislative enactments. It was approved 94,371 to 29,177. The third permits the legislature to determine its salaries and transportation allowance by law; the constitution



has prescribed a salary of \$300 per annum, plus transportation. This amendment passed by 76,301 to 52,143.

#### Delaware

Voters approved a referendum proposal to permit bingo under license, 57,773 to 31,984.

#### Florida

The proposed "daisy chain" amendment, which would have allowed the legislature to interlock proposed amendments so that the voters would have to adopt or reject them altogether, was soundly defeated—approximately 200,000 to 90,000.

A second amendment, to abolish the county solicitor's office in Hillsborough County (Tampa) and put all criminal prosecution in the state attorney's office, carried by about one and a half to one.

#### Kansas

Three amendments were approved. The first (243,473 to 190,675) provides for nonpartisan appointment of Supreme Court justices (now elected) by the governor from a list of three names for each position. These names are to be submitted by a commission composed of two members from each congressional district—one being a lawyer chosen by members of the bar and the other a non-lawyer chosen by the governor. There will be a chairman selected by the state bar. After one year an appointed justice will be passed upon by the voters and, if approved, will serve out a six-year term and be eligible for retention in office. The amendment also prescribes qualifications and tenure of judges of the Supreme and district courts and prohibits political activity by members of the Supreme Court.

The second amendment, approved 291,272 to 201,635, permits financial participation by the state in flood control works and in water resources conservation and development programs.

The third amendment (369,511 to 280,325) is a so-called "right to work" measure, making union membership unnecessary for employment.

#### Nebraska

Seven out of nine proposed amendments appeared to have won by substantial majorities shown in two-thirds of the voting districts, as follows.

To eliminate the provisions requiring certain executive officers to reside at the seat of government (101,691 to 72,673);

To authorize the legislature to clear property titles by releasing real property from tax and assessment charges unpaid for fifteen years or more as may be determined by the legislature (112,158 to 62,486);

To provide for succession to the office of governor when the speaker of the legislature is incapable of performing the duties (132,469 to 39,862);

To authorize the legislature to provide methods to manage all state charitable, mental, reformatory and penal institutions (119,824 to 57,572);

To authorize the legislature to establish a separate juvenile court (132,160 to 58,952);

To require public electric power corporations to make payments in lieu of taxes, to impose a 5 per cent tax less such payments, and to provide a method of tax distribution (105,318 to 69,007);

To authorize the legislature to license bingo games for nonprofit associations (131,576 to 92,476);

Two appeared to be soundly defeated:

To increase salaries of legislators (119,686 to 62,213);

To authorize the legislature to permit municipal corporations to acquire and own real and personal property to be leased to private enterprises and to issue revenue bonds for the purpose (101,100 to 67,513).

**New York**

Two constitutional amendments were adopted. The first, approved by a vote of nearly two to one, gives a greater degree of home rule to counties outside of New York City (where five counties are closely related to the city government). The other, approved by a ratio of four to three, permits the state to issue short-term notes in anticipation of revenue from housing bonds for periods of five years instead of only two years as at present.

Three propositions dealing with housing were approved by narrow margins, according to the unofficial count. The first authorizes the state to issue \$100,000,000 of bonds to finance loans to localities for low rent housing (\$25,000,000 being for slum clearance and urban renewal). Proposition No. 3, a companion measure to No. 1, subsidizes rents in the new housing by a \$5,000,000 addition to existing subsidy limits. Proposition No. 2 permits the state to issue \$100,000,000 of bonds to finance loans to limited dividend companies that provide middle-income housing. No. 1 was approved by about 51.5 per cent of the total vote thereon; Nos. 2 and 3 had still smaller majorities.

The amendments and propositions were voted on by approximately 2,250,000 as compared to about 5,650,000 voting for governor.

**North Carolina**

The only proposed amendment would have increased the civil jurisdiction of justices of the peace. Since the next legislature will consider a revision of the entire court system (or lack of system), possibly including elimination or thorough revision of the justices of the peace courts, this proposed amendment was ill-advised and happily was resoundingly defeated.

PAUL W. WAGER  
University of North Carolina

**Oregon**

Eight out of thirteen proposed amendments were approved, as follows (with the vote of a large percentage of all the precincts):

Authorizing the modification of the state boundary by interstate agreement, with the approval of Congress (87,608 to 25,819);

Modifying county debt limitation (56,185 to 48,007);

Authorizing the legislature to enact laws permitting the calling of special grand juries (78,853 to 34,222);

Allowing the legislature to alter, reduce, enlarge or terminate state institutions outside Marion County (containing Salem, the state capital) (66,876 to 40,905);

Authorizing the Supreme Court to appoint temporary judges (81,035 to 20,457);

Authorizing counties to adopt home rule charters (307,336 to 161,416);

Permitting the Board of Control to discontinue certain tuberculosis hospitals (71,043 to 41,604);

Allowing school board members or employees to serve as members of the legislature (200,117 to 132,154).

Five proposed amendments were defeated:

To increase funds for loans to veterans (197,459 to 153,363);

To increase legislators' salaries from \$600 to \$1,200 per annum (148,919 to 119,562);

To eliminate a constitutional provision for the death penalty for first degree murder (178,809 to 165,201);

To permit taxes levied against increased value of property in an urban redevelopment project to be used for retiring debt caused by the project (56,396 to 51,532);

To authorize the state to develop electric power facilities and to sell energy at wholesale (187,988 to 147,082).

### Texas

Nine proposed amendments were voted on; two were defeated, the others were approved. Those adopted, with their votes, were:

Requiring that vacancies in the offices of county judge and justice of the peace be filled by the commissioners court only until the next general election (instead of for the full remainder of four-year terms) (390,045 to 159,806);

Providing that any district, county or precinct official serving a four-year term (as authorized in 1954) must resign before announcing for a different office if there remains unserved more than one year of his term (360,151 to 187,156);

Permitting municipalities to increase the term of office of officials up to four years (281,481 to 240,118);

Authorizing the legislature to provide pensions for retired Texas Rangers and their widows (324,500 to 211,528);

Authorizing the legislature to make appropriations and establish procedures for advertising Texas (277,903 to 258,013);

Authorizing the legislature to provide money for medical care of dependent children, the aged, the blind and the disabled, in connection with federal provisions (333,139 to 213,853);

Authorizing the legislature to create four hospital districts in certain parts of the state (288,758 to 230,035).

Those losing were:

Providing for annual sessions of the legislature and increased salaries for legislators (385,537 to 173,518);

Authorizing counties to provide retirement, disability and death benefits for county officials (313,188 to 216,991).

### Utah

Two out of four proposed amendments were adopted. One takes from the state tax commissioner the power to establish systems of public accounting for local government units; it won by a narrow

margin, 75,607 to 71,928. The other authorizes the legislature to exempt household furnishings from taxation; it carried 113,285 to 44,409.

One of the amendments defeated would have provided for expenses of legislators; it lost by 79,520 to 72,546. The other would have caused royalties received by the state from mineral leases of lands granted the state by the federal government to be used for school purposes; it lost, 84,201 to 70,403.

An initiative proposition to authorize pari-mutuel betting on horse races was beaten, 100,404 to 62,928.

### Washington

Seven amendments were proposed. Three were adopted, according to almost complete figures, as follows:

Provide for modification of the state's boundaries by interstate compact approved by Congress (365,228 to 292,960);

Permit employment of chaplains in state custodial, correctional and mental institutions, as in the state prison (449,007 to 259,594);

Permit higher pensions for already retired members of any state-authorized retirement system (355,175 to 344,824).

The defeated amendments would have:

Provided for a seven-member commission to redistrict the state for legislative or congressional purposes if the legislature fails to do so after a federal census (340,151 to 292,300);

Permitted school districts to levy taxes for two years for operating purposes and for six years for building purposes (141,502 to 108,089);

Permitted salary increases for elected state and county officials during their terms of office (163,171 to 70,631);

Permitted legislators to take civil offices that were created or for which the salaries were increased during their legislative terms (176,767 to 45,688).

Of two initiative measures submitted to vote, one was adopted. It requires

civil service examinations for sheriffs, the one highest examinee to be certified for appointment (491,038 to 337,100).

The losing initiative was a "right to work" measure, prohibiting future requirements of union membership as a condition of employment; it lost 547,466 to 311,010 (in 95% of the precincts).

There were also two referendum bills, of which one was successful. It authorizes \$25,000,000 in state construction bonds for educational and other state institutions. It won 130,233 to 116,444.

The losing referendum would have subjected life insurance proceeds to inheritance taxation. It was buried, 739,414 to 59,886.

#### **West Virginia**

Four amendments were submitted and adopted. Their subjects and the almost complete votes are as follows:

Exempting bank deposits from taxation (394,673 to 101,973);

Appointment instead of election of the state superintendent of schools (238,285 to 202,978);

Authorizing additional property taxes for schools up to 100 per cent increase for five-year periods upon 60 per cent favorable referendum (280,302 to 167,614);

Permitting corporations to issue special stock not carrying voting privileges (212,033 to 152,887).

#### **Constitutional Revision Fails Again in Michigan**

Although receiving a substantial majority of those voting on the issue on November 4, a proposal for electing a constitutional convention failed of adoption in Michigan, as in 1948, because it did not receive a majority of the total vote at the election. The latter was over 2,285,000; hence the convention call would require more than 1,142,500 favorable votes. With 4,931 precincts out of 5,158 reporting, the vote in favor was 782,376; opposed, 577,251. Hence about

925,000 voters neglected to mark their ballots for or against the convention, and thus helped to defeat it.

The Republican party endorsed the convention call. The Democrats declined to do so, pointing out that the convention delegates would be chosen on the basis of three from each state senatorial district, which would give the Republicans a disproportionate advantage.

#### **Missouri Governor Urges Reorganization**

Governor James T. Blair of Missouri has proposed in a televised interview that the 1959 legislature authorize him to make broad changes in state administrative organization, subject to subsequent legislative veto. He would be empowered to shift agencies, prescribe new functions for them, or abolish them by administrative action; orders to such effect to become operative after 90 days if the legislature takes no action to veto them.

He stated that his plan would "do more expeditiously and more efficiently what we now do with a five-month session of the legislature or a constitutional amendment." He believed that the plan could be established either by legislative action or by constitutional amendment.

The proposal was modeled on the system used by the federal government on recommendation of the Hoover Commission.

Governor Blair pointed out that his own term expires in 1960; thus the plan would be chiefly useful to the succeeding governor.

#### **Alabama Can Bar State Employees from Unions**

The Alabama Supreme Court has upheld the Solomon Act of 1953, which prohibits state employees joining a labor union, according to the National Civil Service League. The United States Supreme Court had previously refused to

rule on the measure. The American Federation of State, County and Municipal Employees (AFL-CIO) contended that it violated the fourteenth amendment to the federal constitution.

### ***Rhode Island Studies Arbitration for Employees***

The Rhode Island legislature has adopted a bill permitting state employees to organize and another to create a commission to study the possibility of mediation and arbitration procedures in disputes between state officials and their subordinates.

### ***Vermont's Little Hoover Commission Reports***

Vermont's Little Hoover Commission recently heard reports from two of its task forces. The personnel task force said increased acceptance of merit system principles is "the greatest single need" in the personnel picture. Forty-one recommendations offered are designed to provide heads of operating agencies with greater flexibility and initiative in meeting their personnel management problems; provide for closer cooperation between agencies and the personnel department in servicing the several categories of state employment; increase the number and quality of services offered by the personnel department to agencies; and simplify certain procedures which impair the efficiency of the state merit system or undermine the morale or rights of employees.

The task force on administration has proposed "a strong department of administration to help the governor be the state's chief executive officer in fact as well as in name." The new department would contain these seven divisions: accounting, budgeting and management analysis, personnel, public buildings, public records, purchasing and taxation. The report indicates that the proposal would also give greater assurance to the

General Assembly that their budgetary intentions would be carried out between legislative sessions. This would be accomplished by giving authority to an emergency board and the governor to cut departmental appropriations if a deficit would otherwise result because of lower revenue or other reasons.

R. W. C.

### ***Council-Manager Plan Developments***

YAKIMA, WASHINGTON, (1950 population, 38,486) adopted the council-manager plan by a vote of 8,837 to 2,823 on November 4. The plan goes into effect June 1, 1959.

WYOMING, MICHIGAN, (28,977) voted 5,826 to 4,385 to incorporate as a city and to adopt a council-manager charter.

The town of BARRINGTON, RHODE ISLAND, (estimated population 10,000) approved a council-manager charter on November 4 by a vote of 2,262 to 1,306. It reduces the number of elected officials to a town council of five, the town moderator and the school board. If the provisions as to appointive officials are approved by the legislature, the charter will become operative December 1, 1960. Election provisions are as heretofore—even-year, partisan elections.

FRANKLIN township (9,601) in SOMERSET COUNTY, NEW JERSEY, voted 1,862 to 1,574 on November 4 to adopt the council-manager plan recommended by its charter commission.

GRANDVILLE, MICHIGAN, by a vote of 1,371 to 350 on November 4 authorized a change from mayor-council to council-manager government.

NOVI, MICHIGAN, a new village formed from the township of the same name in Oakland County, will have council-manager government under a village charter approved by a vote of 594 to 470 on September 22. The village has a population of approximately 6,000 and an area of 32 square miles, comprising all of the township but two subdivisions.

WILLARD, OHIO, (1950 population 4,744) adopted a council-manager charter on November 4 by a vote of 1,013 to 512, to take effect next fall.

MILFORD, MICHIGAN, (1,924) voted October 20 to adopt a council-manager charter.

SCOTTSVILLE, MICHIGAN, (1,142) adopted the manager plan November 4, 305 to 224.

SOUTH KINGSTOWN, RHODE ISLAND, by a vote of 1,717 to 1,133, defeated a proposed home rule charter, one provision of which called for a separate vote next spring on whether to have a town manager. The voters, however, elected two state legislative candidates who favored the charter.

SPRINGFIELD township, in UNION COUNTY, NEW JERSEY, rejected a proposed council-manager charter by a vote of 2,368 to 1,960 on November 4. SHIP BOTTOM, in OCEAN COUNTY, did likewise 230 to 101.

BUTLER, PENNSYLVANIA, by a vote of 3,856 to 1,858 on November 4, defeated a council-manager charter proposed by a commission elected last year. The mayor, a Democrat, opposed it.

JOHNSTOWN, PENNSYLVANIA, narrowly defeated a proposed council-manager charter on November 4, the vote being 9,793 to 8,860. The charter, proposed by a commission elected a year ago, would have superseded the existing commission plan. The Republican city administration opposed the change, which was supported by the Democrats.

POTTSVILLE, PENNSYLVANIA, rejected a proposed council-manager charter by a vote of 5,444 to 2,984 on November 4. It was recommended by a fifteen-man commission elected a year ago and was supported by a coalition of civic and religious groups and particularly by the Chamber of Commerce. It was vigorously opposed by the mayor. The *Pottsville Republican* charged there was also strong opposition from gambling interests. Neither of the two political organizations took an official stand, but Dem-

ocratic workers were reported more active in opposition than were the Republicans. Eighty per cent of the registration voted.

PORT CLINTON, OHIO, voted down a council-manager proposal 1,439 to 941 on November 4. LONDON, OHIO, also defeated a council-manager charter on the same day.

ASHLAND, KENTUCKY, voted 4,303 to 2,894 on November 4 to retain its council-manager form of government. OWENSBORO, KENTUCKY, did likewise, 5,155 to 2,041. MOREHEAD and PIKEVILLE, in the same state, voted November 4 to abandon their council-manager government in favor of the mayor-council plan.

COUNCIL BLUFFS, IOWA, voted 5,312 to 4,302 on October 21 to retain council-manager government.

JONESBORO, ARKANSAS, rejected a council-manager proposal on November 4 by a vote of 1,869 to 1,759. The referendum was called by the mayor and city council upon recommendation of a study group appointed by the council.

IOLA, KANSAS, defeated a council-manager proposal on November 4, 1,357 to 1,191. OSAWATOMIE, KANSAS, did the same, 1,046 to 712. In FORT SCOTT, petitions for the manager plan had been ruled insufficient, hence no vote was taken. JUNCTION CITY adopted and EMPORIA defeated proposals to increase the city commission from three to five members; both have the commission-manager plan.

ALTUS, OKLAHOMA, voted 1,921 to 1,452 on November 4 to revert from council-manager to aldermanic government.

In GALVESTON, TEXAS, the League of Women Voters has endorsed the council-manager plan. Members of the existing city commission have proposed that the league present a petition of at least 10 per cent of the city's 20,000 voters, in which case a referendum might be ordered.



WACO, TEXAS, which has had a form of council-manager government since 1924, voted 1,705 to 1,546 on November 1 in favor of a new charter strengthening the manager's position, especially as to personnel, which have heretofore been hired by the council.

MISSOULA, MONTANA, voted 5,119 to 4,845 on November 4 to abandon the council-manager plan, in effect since 1954, in favor of a mayor-aldermen form.

The city council of LEWISTON, IDAHO, has instructed the city attorney to draft a proposed charter amendment to permit use of the council-manager plan—the amendment to be presented to the next legislative session for its approval.

YUMA, ARIZONA, rejected a proposal to adopt the council-manager plan on October 29, 1,734 to 1,290.

In ANAHEIM, CALIFORNIA, which has had a "city administrator" since 1950, the council on October 14 adopted an ordinance changing the title to "city manager," with increased powers, particularly as to control of employees.

The International City Managers' Association held its 44th annual conference in Dallas, Texas, October 19-22. Over 200 managers and other persons active in education, business and government participated in the conference program. The total attendance was nearly three times this number.

Conference sessions on the city manager dealt with an appraisal of the profession, the role of the city manager in policy formulation, and looking ahead at the profession. Management subjects included decision-making in management, measuring organizational performance, business management trends applicable to municipal management, and the philosophy of management. Other sessions dealt with zoning, urban renewal, municipal revenues, metropolitan areas, public relations and creating citizen interest in municipal government.

The conference celebrated the 50th

anniversary of the employment by Staunton, Virginia, of a trained, full-time administrator, as the first known city manager, to assist the mayor and the bicameral council. The council-manager plan proper was first adopted in Sumter, South Carolina, in 1912.

## Cities Adopt New Charters

Among charters adopted by various cities on November 4, aside from council-manager charters mentioned elsewhere, were the following:

Lincoln, Rhode Island, voted 2,116 to 2,043 for a charter along traditional Rhode Island town government lines but which provides for an elective "town administrator," who will appoint department heads and be responsible for all town operations except the schools and the water department, which are under boards. The charter becomes effective with the June 1959 election, which will be on a partisan basis.

In Ohio, Grove City adopted a strong mayor charter which provides for a professional administrative assistant appointed by the mayor. The vote was 1,432 to 885. New charters were also adopted in several small Ohio communities, including five Cleveland suburbs—Bedford Heights, Glenwillow, Independence, Fairview Park and Strongsville; also Oregon, a Toledo suburb, where a charter commission elected last June presented a strong-mayor charter.

Two Rhode Island municipalities rejected home rule charters prepared by charter commissions. The city of Warwick voted 10,794 to 8,017 against a strong-mayor charter, favored by the Warwick Municipal League and the local League of Women Voters but looked upon unfavorably by politicians of both parties. The town of Bristol voted 1,369 to 977 against a charter that would have increased the power and responsi-



bility of the town council and represented little change otherwise.

In New Haven, Connecticut, the voters defeated, 20,077 to 10,691, a proposed new charter that would have increased the mayor's term from two to four years and would have organized all municipal activities into a department of administration and a department of redevelopment.

Highland Park, Michigan, defeated for the second time a proposed charter that would have provided a mayor and council in place of the present commission plan.

### ***U. S. Mayors' Conference Elects Officers***

Approximately 500 mayors and other municipal officials attended this year's annual meeting of the United States Conference of Mayors in Miami Beach September 10-13.

Officers elected included Mayor Norris Poulson of Los Angeles, president, and Mayor Richard J. Daley of Chicago, vice president.

### ***Cities Elect Charter Commissions***

Seven Pennsylvania cities on November 4 elected commissions to draft new charters, possibly for replacement of commission government by council-manager or strong-mayor plans. The cities and the votes in favor of establishing charter commissions are: Altoona, 10,718 to 7,544; Bethlehem, 9,471 to 4,427; Erie, 29,939 to 6,501; Greensburg, 1,847 to 1,820; New Castle, 6,434 to 4,618; Sharon, 2,384 to 983; and York, 4,906 to 1,585. In New Castle a caucus of civic organizations saw four of its candidates elected to the charter commission of seven members.

Elizabeth, New Jersey, voted 15,719 to 4,168 for a charter commission on

November 4. Haddonfield borough (Camden County) and Sparta township (Sussex County) took similar action.

Fostoria, Hilliards, Whitehall and Athens, Ohio, voted for commissions to frame charters for presentation to the voters. A proposal for the establishment of such a commission was rejected in Spencerville, Ohio.

## **CHALLENGE: LEGISLATURE**

(Continued from page 555)

urban areas there is too little land for a well balanced pattern of public and private land use.

Many developments have taken place in far too limited a planning context even in terms of present community needs. Viewed in relation to the needs of the future, the land situation is such that we are faced with a real problem of budgeting the available land in urban and outlying areas. This is commonly spoken of as a problem of obtaining or reserving open space either for indefinite continuance in an open state as a green belt or otherwise or for purposes of future public or private development. It remains to be seen whether we can adapt existing legal devices under the police power and the power of eminent domain to serve the need. It is not unlikely that new legal devices will be developed by students of the problem. I anticipate that there will be need of state enabling legislation and even constitutional change may be indicated. Here is a lively challenge to state and local government. We should face it now with zest, with vigor and with all the imagination we can muster.

**Metropolitan Government***Edited by William N. Cassella, Jr.,  
and Victor Jones*

## City-County Merger Sought in Knoxville

### Draft of a Metropolitan Charter Is Made Public

**A** PRELIMINARY draft of the proposed metropolitan government charter for Knoxville and Knox County, Tennessee, has been released by the Metropolitan Government Charter Commission. It is being circulated in order to promote public consideration and to allow for revision before the final document is certified to the Knox County Election Commission not later than January 6, 1959. State law provides that the question of adoption must be submitted to the voters between 80 and 100 days following submission of the charter to the election commission. If approved in the spring election, the charter will be in effect as of January 1, 1960.

The charter commission was established in 1957 in accordance with authority granted by a 1953 amendment to the Tennessee constitution and chapter 120 of the public acts of 1957. Appointments to the ten-member body were divided equally between the mayor of Knoxville and the chairman of the Knox County commission. Dr. Lee S. Greene, chairman of the Department of Political Science of the University of Tennessee, was retained as executive secretary.

The proposed charter abolishes the present governments of Knoxville and Knox County and creates a single Knoxville-Knox County metropolitan government whose jurisdiction would extend over the entire area of the county.

The metropolitan government would include a ten-member metropolitan council as the legislative body and executive power would be integrated under a

metropolitan chairman. These officials would be elected to four-year terms. The ten council seats would be split equally between residents of the present city and county outside the city.

With the passing of separate city and county governments, a number of positions would be eliminated. The quarterly county court, county commission and city council would be abolished and their legislative functions assigned to the metropolitan council. Other terminated county offices would include those of sheriff, trustee, register of deeds, tax assessor, county court clerk, circuit court clerk, criminal and domestic relations court clerk and solicitor. The city court would be incorporated into general sessions court and the county judge would retain only those judicial powers assigned him by state law.

Eight administrative departments are provided: law, finance, tax assessment, safety, public works and service, recreation, personnel, and health, hospitals and charities. All department heads, except for the director of the personnel department, would be appointed by the chairman to serve at his pleasure. The personnel director would be appointed by a three-member personnel board selected by council for staggering terms. A metropolitan pension and retirement board would also be created, to function apart from the administrative mechanism.

Membership of the metropolitan planning commission, now in existence, would be reduced from fifteen to seven, and its area of responsibility extended to the new boundaries.

The metropolitan area would include a general services district, coterminous with present Knox County boundaries, and an urban services district initially consisting of the present area of the city of Knoxville. As circumstances require,

the urban services district could be extended by the metropolitan council. The council would elect three of its urban area members to an urban council, which would perform the sole function of setting the tax rate for the urban services district.

The proposed charter incorporates a plan for consolidation of schools and libraries. The city and county school systems would be united under the supervision of an elected seven-member metropolitan board of education, which would appoint a director of schools. The city and county library systems would be merged under the control of a board of trustees appointed by council. The trustees are given authority to appoint a chief librarian to administer the library organization.

Existing sanitary and utility districts would be left undisturbed but provision is made for the metropolitan government to acquire these properties by arbitration or negotiation.

In addition to providing for the assumption of bonded indebtedness of the city and county by the urban services district and the general services district, respectively, the charter spells out an extensive scheme of fiscal administration and control.

GEORGE A. CONDON

University of Tennessee

### ***Sacramento Area Problems Reviewed by New Committee***

The Sacramento Metropolitan Government Committee, successor to the Metropolitan Area Advisory Committee, is continuing research on the governmental problems confronting the metropolitan region of Sacramento County, California. In May 1957 the older group received a report from the Public Administration Service<sup>1</sup> recommending city-county consolidation. After reviewing

<sup>1</sup> *The Government of Metropolitan Sacramento*. Chicago, Public Administration Service, 1957, 261 pages.

the report, the committee issued its own recommendations<sup>2</sup> in November, urging implementation of the consolidation plan, the first step being passage of a special state constitutional amendment applicable only to the Sacramento area.

The reaction of local officials to the proposed city-county consolidation ranged from non-committal to critical. The original committee was allowed to expire and the new 21-member group created by the councils of the county's five cities and the county board of supervisors. Although the Metropolitan Government Committee includes a number of members of the earlier group, it also has much closer ties to the city and county governments than did the first committee. The committee is authorized to investigate any county-wide governmental reorganization proposals, including but not limited to city-county consolidation. The apparent intent of those sponsoring the new group is to back off and take a new, fresh look at Sacramento's governmental problems without any commitment to prior plans, such as that urged by PAS and the earlier committee.

Soon after its formation, however, the new committee was plunged into a flurry of stop-gap activity by local developments: (1) A 27-square-mile area north of the city of Sacramento proposed to annex to the city. (2) A proposal was made to incorporate as a separate city a 165-square-mile area east and north-east of Sacramento. While the annexation issue is still a live one, by the end of October 1958 the 165-square-mile incorporation movement appeared to have lost a good deal of its steam and the Sacramento Metropolitan Committee was preparing to resume its long-range deliberations on the future of the area.

The original Public Administration Service report recommended a unique

<sup>2</sup> *Final Report by the Sacramento Metropolitan Area Advisory Committee on the Metropolitan Area Study*. Sacramento, Metropolitan Area Advisory Committee, 1957, 13 pages.

proposal for consolidating all the existing local governments in the Sacramento County area into a new metropolitan government organized according to a "borough" plan. The consolidated city-county government, serving an area of 985 square miles and a population of 500,000, would have a metropolitan council of eleven members, six of whom would be elected at large plus one from each of five boroughs. The conduct of the new government would be placed under a "metropolitan manager," equivalent to a city or county manager. The area-wide metropolitan government would have authority to provide the full range of municipal and county services. Five borough councils would have no intrinsic governmental powers of their own but would have important advisory and liaison functions, and could be delegated certain responsibilities at the discretion of the metropolitan council.

The PAS proposal would provide for tax differentials in various areas, depending on the levels of services received. A "metropolitan service area" covering the whole county would have a uniform property tax sufficient to finance the minimum area-wide services. In addition, an "urban service area" would be composed of those portions of the county having urban population densities and land uses. This urban service area would constitute a special assessment district for the additional taxes necessary to finance many of the municipal type services required by the urban population. A third group of services would be paid for by means of user charges (water, sewerage, garbage collection and transit, for example).

Although its future is uncertain, the PAS proposal has helped to arouse local interest in the various possibilities for governmental reorganization, and it is possible that portions, or modifications, of the PAS plan may eventually be implemented in the Sacramento area. On October 29, 1958, the following state-

ment appeared in the editorial columns of the influential *Sacramento Bee*, which has tended to favor large scale annexation to the city:

A modification of the PAS proposal as a starter might be an ideal approach to ending the impossible chaos of the congested unincorporated urban areas seeking city type services through costly, overlapping special assessment districts.

Such a modification might take the form of placing all the unincorporated urban areas in the Sacramento region under one government, with a borough system installed to assure immediate representation for every locality and some decentralization of administration.

Such a program would combine a large-scale annexation to Sacramento city with some form of the borough system.

STANLEY SCOTT

University of California, Berkeley

## Salem Area Stresses 'Massive Cooperation'

"Massive cooperation" is the current effort by governmental units in the Salem, Oregon, area to extend an existing pattern of joint action to several new functions of common concern. The present movement received its impetus from Salem's City Manager Kent Mathewson, and the proposal was immediately endorsed by the city council, the governing bodies of Marion and Polk Counties (in each of which lie parts of Salem), the area-wide school board and state government officials in the capital city.

Mathewson's 1958 budget message made special comment on proposed expenditures destined for activities financed or administered jointly with one or more of the overlapping units in the area. Among the present joint activities are the Mid-Willamette Valley Planning Council which welds together the planning activities of all five governmental units, a city-county health department and cemetery, a joint communications

network serving the city and both counties, a joint city-school district recreation department, and a joint city-school district purchasing program. Noting that Salem faces problems of metropolitan growth similar to those of other areas. Mathewson termed over-all metropolitan government "unacceptable" and asserted, "Massive cooperation can solve our intergovernmental problems while building the finest community for the least possible cost."

Subsequently, heads of the four local governments, together with the director of the state Department of Finance and Administration, met and outlined seventeen functional areas which should be studied for possible future cooperative relationships. Included were air pollution, airport development, building needs, cultural center, dog control, engineering, finances, fire protection, inspection services, maintenance and repair facilities, parks, personnel administration, purchasing, recreation, social services, stream pollution and state building locations.

Salem and Marion County expressed interest in all seventeen studies. Polk County agreed to join in all but air pollution and purchasing; the school board agreed to all but dog control, air pollution, inspection, personnel, stream pollution and state buildings; and the state pledged support of all but building needs, fire protection, inspection services, maintenance and repair facilities, recreation, social services and stream pollution.

The intergovernmental group also agreed that the studies should proceed under the sponsorship of lay citizens, with staff services provided by the governmental units. Accordingly, the Salem Chamber of Commerce has set up the Citizens Conference for Governmental Cooperation, appointing a leading merchant as chairman. It was recently announced that chairmen of several subcommittees had been appointed and other subcommittees will get under way in the near future.

"Massive cooperation" for Salem has good prospects for success. Soon after the study was inaugurated, the *Oregon Statesman* editorialized:

This study is possible only because of the willingness of the top governmental officials involved to see the Mid-Willamette Valley as one community with area-wide problems. If these officials had chosen to jealously guard their own spheres of influence, the study wouldn't have been possible.

The established pattern of cooperation and joint action in the Salem area, plus the support of both officials and lay citizens, provide a sound basis for the present program.

KENNETH C. TOLLENAAR

Bureau of Municipal Research and Service, University of Oregon

### **Suburban County Charters: One Approved — One Rejected**

Suburban voters decided the fate of two proposed county charters in the November election. Suffolk County, New York, approved its charter by a vote of 87,640 to 32,690. Marin County, California, rejected a charter 26,408 to 19,444. Both charters were designed to modernize county government in growing suburban areas. Suffolk is located on eastern Long Island and Marin County is across the Golden Gate from San Francisco.

The Suffolk charter finally was submitted to local referendum after two previous charters had been given legislative approval but were killed by gubernatorial veto. This charter calls for an elected county executive with a tie-breaking vote on the board of supervisors. It also provides for a county police district for the populous western section of the county. The county organizations of both major parties endorsed the charter, but it was bitterly opposed by supervisors in the county's rural eastern towns.

The Marin County charter called for

enlarging the board of supervisors from five to seven members, a departure from the general practice in California. It also called for a strong county manager who would have coordinating and supervisory responsibility over both appointed and elected county administrative officers. The charter also sought to reduce the number of elected county officers.

A unique feature of the proposed Marin charter was a provision for a seven-member intergovernmental coordinating commission to deal continuously with the wide range of problems confronting the county in its relationships with cities and special districts. The commission would have had the duty to study, investigate, counsel, hold public hearings and make recommendations on all proposals for: (1) formation of governmental entities, (2) consolidation of functions and (3) intergovernmental contractual relationships.

## Dade County Metro And Cities Make Peace

At a meeting early in November, the hatchet was buried by the newly augmented Dade County Board of Commissioners and the local League of Municipalities, bitter foe of the Metro plan and sponsor of the recently defeated autonomy amendment.<sup>1</sup>

Metro County Commission Chairman Walter Weiss explained to a meeting of county and municipal representatives that, as long as they maintain reasonable minimum standards of service, cities will not disappear, that they will play a greater role in the future than they do now.

The pleased representatives of the league said that such an attitude by the commission a year ago would have obviated the autonomy election and a great deal of litigation.

<sup>1</sup> See the REVIEW, November 1958, page 515.

## Counties to Draft Charters

Two urban counties in Ohio moved a step closer to county home rule by approving charter commissions. Cuyahoga County (Cleveland) voted 261,175 to 139,059, giving the effort to modernize its government overwhelming endorsement. Lucas County (Toledo) approved a charter commission by a vote of 72,742 to 54,520. In the same election both counties elected fifteen-member charter commissions.

Just to make certain that the promised era of cooperation becomes reality, the League of Municipalities will be consulted in the future when any ordinances affecting cities are under consideration, and a three-member liaison committee was appointed to hold monthly meetings.

Coordination of various municipal charters with the metro charter moved ahead as South Miami altered its charter to make its fiscal year conform with the county requirement that municipalities adopt October 1 as the beginning of their fiscal years. The quality of municipal auto inspection systems was under investigation by the county government with the possibility that cities not meeting standards would lose their permits to perform this service.

## Ohio Voters Turn Down Metro Federation

The "metropolitan federation" amendment<sup>1</sup> to the Ohio constitution was turned down by a vote of 1,422,210 to 1,111,448. Incomplete returns showed that the proposition was supported in Cuyahoga County (Cleveland) but turned down in Hamilton County (Cincinnati) and Lucas County (Toledo).

<sup>1</sup> See the REVIEW, October 1958, page 466.



**Proportional Representation***Edited by George H. Hallett, Jr.,  
and Wm. Redin Woodward**(This department is successor to the Proportional Representation Review)***West Virginia Uses  
Cumulative Voting****Law Provides for It in  
Electing Charter Boards**

THE municipal home rule article of the West Virginia code, section 591 (34), has provided since 1937 for the use of cumulative voting in the election of boards to draft home rule charters:

Each voter entitled to vote on the question of framing a charter may cast as many votes for members of the charter board as there are members to be elected. He may cumulate all his votes for one candidate or distribute them among the several candidates as he sees fit.

An earlier section, 591 (31), specifies that the ballot would indicate "the number of candidates for which the voter may vote (which shall be the same as the number of members to be elected), and that cumulative voting is permitted."

At least sixteen charter boards have been elected with cumulative voting permitted.

The system was used in May 1956 for the election of a charter board for Huntington, West Virginia. The Huntington ballot carried the statement that cumulative voting was permitted but without a detailed explanation. The All Huntington Association, formed to work for a council-manager charter,<sup>1</sup> believed there was little to be gained for its cause in emphasizing this feature since there was only one candidate in addition to its slate of eleven. Some slight effort was made by the opposition to suggest that the vote should be cumulated for this opposing candidate.

Lawyers of the All Huntington Asso-

ciation agreed with the city attorney prior to the election that ballots marked with an "X" rather than numbers would be acceptable with each "X" counting as only one vote.

In Huntington the counting and canvassing was done by the city council personally over a four-month period. In the 1956 election of a charter board in Clarksburg, however, the counting was done in each precinct election night. The Huntington action was because of a literal interpretation of the statute that the vote for the charter board members could not be counted until the votes on the question of the charter board's creation were counted and canvassed.

In the Clarksburg election the Non-Partisan Association, a unique civic organization which purchased a commercial weekly newspaper to give proponents of charter improvement a voice, decided to try for a clean sweep. It endorsed a full slate of eleven candidates, campaigned vigorously for their election, and urged its 2,500 members to disregard the right of cumulation. Thousands of ballots were overprinted in red and distributed to aid the charterites in following this suggestion. There were also evidences of cumulating on one man by some of the supporters of the opposition, but not quite enough to elect a candidate. The complete charter slate was successful, but there was only a small gap between the lowest of its candidates and the highest of the opposition. If a small percentage of the opposition voters had availed themselves of the privilege of casting all their votes for their leading candidate, perhaps he would have been elected.

PAUL D. STEWART

Marshall College  
Huntington, West Virginia

<sup>1</sup> See the REVIEW, July 1958, page 354.

## Taxation and Finance

Edited by Jackson Phillips

## Governor Loses Tax Assessment Battle

### Unable to Enforce 'Full Cash Value' Principle

THE efforts of Governor LeRoy Collins to achieve compliance with Florida's 60-year old statutory requirement that real property be assessed at "full cash value"<sup>1</sup> have failed to meet with success. Without yielding on principle, the governor has now acknowledged his inability to achieve his announced goal at the present time.

Governor Collins first stated his position in October 1957. Addressing the annual meeting of the Florida Tax Assessors, he warned the assessors: "As governor, it is my constitutional duty to see that the laws of Florida are enforced and, while I do not wish to give the impression of a threat, I do intend to fulfill my constitutional obligation to the fullest." His power to suspend county officials who are derelict in their duties lent particular emphasis to these remarks.

The governor's full value program ran into immediate opposition. Assessors claim that they cannot know definitely the meaning of "full cash value." At the same time they blandly announce that they are assessing property in their county at, say, 40 per cent of that mysterious amount. In his 1957 address to the assessors, Governor Collins pointed to this inconsistency: "It seems to me," he said, "these assessors must have some notion of full value; otherwise they could not say they are assessing at a given percentage of a total unknown to them."

<sup>1</sup> See "Governor Demands Full Assessment," the REVIEW, April 1958, page 187.

Soon after the governor's speech the Florida Cattlemen's Association labeled the governor's policy a "threat to the cattle industry." Florida's important citrus and pulpwood industries were also reportedly opposed to full valuations.

The Legislative Council objected to 100 per cent valuations without a corresponding reduction in millage. With the legislature not in session to enact controlling regulations, the council's position amounted simply to another rejection of the governor's efforts.

One member of the Legislative Council thought that full value assessment "could overnight stop the wheels of economic progress in our state." Another member argued that reduced millage and higher rates could not be achieved in his county because assessments there varied from 15 to 100 per cent! (Studies by the Railroad Assessment Board of the state have since exposed a much greater range of discrepancies in other counties. Florida's assessments apparently vary from below 2 per cent to over 300 per cent of market value.)

In January 1958, the Associated Press reported that a state senator had "declared war on Governor Collins' full value assessment program." This senator specifically attacked the governor's power to suspend delinquent tax assessors. Such suspensions must be upheld by the Florida Senate or the officer is reinstated with full back pay. The senator announced to the tax assessors: "I can assure you . . . that I will vote to reinstate such officer for the period of suspension or removal."

Another state senator, an ex-acting governor, reassured the two county tax assessors in his senatorial district and advised them "not to be stampeded" by the governor's attempt to enforce the

law. He pledged himself to vote for reinstatement of any assessor suspended by the governor. Senate President W. A. Shands flatly predicted that, if any assessor were suspended, "It would be a 100-to-1 shot that the Senate would reinstate him."

This senatorial attitude may have been the chief cause for the failure of the governor's program, for not a single county tax assessor was suspended or removed during the year that the pressure was being applied from the governor's office.

The governor continued to sound optimistic about winning the assessors over to enforcement of the law. Some press support for the governor was noticed. One small county was reported in February to be "willing to carry out both phases of Governor Leroy Collins' program of raising the assessment levels of taxable property and dropping the tax rate." But finally only Palm Beach County appeared to have seriously adopted 100 per cent valuations.

The problem has not been one simply of uniform assessments because of certain fixed millage ceilings and because of the state's constitutional homestead exemption of \$5,000. Thus advocates of full value assessments pointed out that their program would add to the tax rolls thousands of \$10,000 and even \$20,000 homes which are currently valued at \$5,000 or less and which are therefore tax-exempt. Perhaps these thousands of well-to-do home owners were something less than enthusiastic about the governor's program.

Last February the governor was still insisting on the 100 per cent evaluation rule, but already he was bogged down in the task of persuading the assessors to accept a reasonable definition of "full cash value." One press version of the governor's position at this point said that the governor himself did not know the meaning of the term. "I can tell you a

lot of things it is not," he was quoted as saying. "It is not market value, for one thing."

The governor set up a meeting for mid-February which was attended by about 40 legislators and about one-third of the state's 67 county tax assessors. He reiterated his intention to enforce the "full cash value" statute, "but," he added, "before we can measure compliance, we need a definition of 'full cash value.'" From this approach came accelerated efforts to produce the assessor's manual mentioned in last April's REVIEW. This manual has not yet been published, but it should be available shortly.

\* \* \*

Governor Collins felt satisfied with the meeting, while the press underlined some of the dissension which greeted the governor. One assessor said that if his state senator were not retiring, he would "tell the governor to go to hell." The press reported "booming applause" for this man when he said that he would go on assessing as he had been in the past but that henceforth he would call it "full cash value." Actually all of the assessors sign a statement to the effect that their rolls are at full value.

In June, Governor Collins told his press conference that the legislature would have to cooperate in a program to achieve equal and fair tax assessment. The possibility of suspending tax assessors had by this time not been publicly mentioned for months.

When the tax assessors of Florida were again convened in their annual meeting in October 1958, Governor Collins politely withdrew from his adamant position of 1957. On October 9 he announced receipt of a report from the state comptroller, who is charged by law with the responsibility to "investigate the conduct and performance of duties of our tax assessors" and to "recommend to the governor the removal

of any such official for his willful failure properly to perform the duties" of his office. The comptroller went to the assessors' convention in Fort Pierce and reported to the governor:

The situation varies, of course, from county to county, but in my discussions at Fort Pierce I found a willingness on the part of the assessors to do the best they can within the limitations of their local situations.

In light of the progress which has been made and the cooperative attitude exhibited by the assessors, I would like to suggest that no drastic action be taken at this time.

Governor Collins could only respond, with the best grace possible under the circumstances:

Now, in the light of that recommendation from the comptroller, it is not my intention to enter any executive orders of suspension of any tax assessors. I do not want that decision in any way to be construed as any softness, however, in respect to my determination that the laws, whatever they may be, shall be conformed to in order to eliminate inequities and favoritism within each county, as well as to eliminate inequities as between the counties themselves.

The governor may not have been evidencing "softness" but he was certainly facing up to the realities of Florida's version of senatorial courtesy. Many Floridians have observed that the governor has more power over local government than he has over the disintegrated state government, but he does not have enough power to proceed against local officials without the cooperation of the State Senate.

The state comptroller, like the governor, is a constitutionally designated, popularly elected official. On many state boards and commissions the comptroller's vote is just as good as the governor's. When Comptroller Ray E. Green joined the legislators and assessors in opposing the governor, therefore, little choice remained. Mr. Green's own views were recorded the day after the governor's

forced retreat. The comptroller advocated assessment at 60 per cent of full value. And once more the press noted: "The great difficulty in enforcing the full value law is that the law sets out no definition of full cash value." Six-tenths of this elusive amount may be just as difficult to define, but it will be a lot easier to pay and collect than the ten-tenths required by law.

In the meantime, perhaps Florida's tax assessors will proceed toward full faith compliance with the law with all deliberate speed.

PAUL J. PICCARD  
Florida State University

### ***Results of Votes on Finance Matters Inconclusive***

Trends on financial matters were in evidence in only some areas in the November voting but may develop in others as final results become known. It is possible in the election of, say, a governor to know the results of the election a few hours after the polls close but, in the case of a bond election, final tabulations sometimes take several weeks, even in the progressive states. By the time these are completed, many voters have forgotten which side they were on in the first place.

Californians were decisive, however, and turned down two controversial initiative measures. One would have lowered the rate on the sales tax, raised the rates on upper brackets of the income tax and resulted in a loss of revenue estimated at more than \$50 million annually to the state. This measure, known as Proposition 17, was placed on the ballot as a diversionary measure in a battle between the right-to-work forces (Proposition 18) and those opposed. Warnings had been issued about Proposition 17's harmful effects on state finances, California bonds had begun to suffer in the market and the state itself was postponing bond issues while wait-

ing for the outcome. With both major parties opposed to the proposition, there was nevertheless talk that it was favored by a large segment of the voters. Californians also rejected a proposal to tax the school property of religious and other non-profit organizations.

In New Jersey the voters gave statewide approval to a bond issue of \$45,850,000 to finance a water development. The lone county rolling up a dissenting vote was Hunterdon, where the two reservoirs for the development will be located. New Jersey also gave approval to a proposition that permits \$18 million in state school funds to be transferred to guarantee bond issues by local school districts. Supporters of this measure said it would make local school bonds more attractive to buyers, permit their sale at lower interest rates and accelerate needed school construction.

\* \* \*

Oregon voters also appeared to have been decisive in a negative manner. Multnomah County voters sharply turned down a \$7 million bridge bond issue. In Portland a \$16,305,000 combined bond issue and tax levy for a ten-year capital improvement program was decisively defeated. Also state voters refused an increase in funds for veterans' loans which would have raised the borrowing limit from 4 per cent to 6 per cent of total assessed property valuation.

Voters in Illinois rejected a \$75 million Korean War veterans bonus bond proposal.

While over-all returns are not yet available, the broad trend on bond issue voting appeared fairly early. A *Wall Street Journal* summary indicated that voters had rejected about half of the number of issues up for approval, but that the dollar volume of approvals was running about 80 per cent of the total. This discrepancy is due, of course, to the apparent approval of the large issues, as in California, and certain of the issues in New York and Illinois. Mostly, however, the voters appeared to be in a much less receptive mood to borrowing than they had been in recent years, as indicated by the number of issues, as opposed to dollar volume, which were in the process of rejection.

It appeared from early returns that a dollar volume of at least \$400 million was decisively turned down and this was not dependent on a few large issues alone but also on many small ones. Early analyses indicated that Illinois, Ohio and Michigan were rejecting issues, and observers pointed out that these states had felt the recession more than other areas around the country. Another explanation was that voters were getting increasingly selective, although this point is never capable of precise proof. Certainly, it is difficult to reconcile this explanation in Pemiscot County, Missouri, where, the *United Press* reported, ten prisoners escaped from the county jail just as a vote tabulation showed a \$250,000 bond issue for a new jail had failed.

## Corporation Runs Citizen Campaign

### Nets \$25,000 for Two Major Political Parties

**A**EROJET-General Corporation's unique good citizenship campaign, which was launched early in September by President Dan A. Kimball, rocketed to a sensationally satisfactory conclusion just before election day with announcement that approximately \$25,000 had been contributed by employees to political parties and candidates of their own choice.

The pioneer rocket engine firm, which has major propulsion contracts for Titan, Polaris, Hawk, Minuteman, and for lunar and satellite vehicles, was the first large corporation in the United States to participate as a unit in the nation-wide campaign now under way to stimulate citizen participation in the financial support of political parties and candidates.

Voluntary contributions were made by approximately 11,000 of the firm's 15,000 employees at its Azusa and Sacramento, California, plants; its subsidiary, Aerojet-General Nucleonics of San Ramon, California; its Ordnance Engineering Division at Frederick, Maryland; its major field office at Cape Canaveral, Florida; and its corporate offices at Washington, D. C., and Dayton, Ohio. The campaign was conducted entirely during off-duty hours.

The financial drive was only one of the three major phases of the good citizenship campaign. The others were registration and candidate appearances before employee audiences. The registration drive netted 700 new voters at the Azusa plant and nearly 1,300 at Sacramento, and the candidate appearance program brought U. S. Senator

William F. Knowland and Attorney General Edmund G. "Pat" Brown, Republican and Democratic candidates for governor, respectively, before Sacramento employees, and the congressional rivals of the 25th California district, formerly represented by Vice President Richard M. Nixon, before Azusa employee audiences.

Employee contributors to the fund were given "Good Citizen" stickers to place, like campaign ribbons, on their employee badges. By means of memoranda, open letters and public address broadcasts, some of which were furnished by the Heritage Foundation, which conducted a nation-wide "Give a Buck" campaign to stimulate broader public participation in political contributions, Aerojet employees were stimulated to the highest level of civic consciousness in the company's history.

President Kimball and Executive Vice President Arthur H. Rude sparked the campaign with \$500 personal gifts to the Democratic and Republican parties respectively.

Each of the Republican and Democratic volunteer committees organized at the Azusa and Sacramento plants included managerial, technical, clerical and union (International Association of Machinists) personnel. The committees were responsible for stimulating voter registration and mobilizing support, financial and otherwise, for their parties or preferred candidates.

The contributions represented better than \$2 per contributor, the standard informally set as a prospective goal at the beginning of the campaign. They were reasonably evenly divided between the Republican and Democratic parties and their candidates.

Mr. Kimball, who hailed the campaign as "a unique experiment in American government" at the outset, told the clos-



ing meeting of volunteer workers at Sacramento this week that the drive was "very successful" and a "real outstanding, excellent job." He thanked all employees for their participation.

He said many corporations and firms have inquired about Aerojet's experiment in promoting citizen participation in politics and many have asked for advice. He added that the company plans to prepare a brochure relating its experience in this pioneering effort.

Aerojet-General Corporation is a subsidiary of The General Tire and Rubber Company of Akron, Ohio.

### **'Vote, Don't Squawk'**

**Says L. of W. V.**

Appalled at the large number of citizens who fail to vote, the League of Women Voters of Fort Lauderdale, Florida, put on an intensive campaign previous to the November 4 election to wake up the voters to their civic duty. The league arranged for a cavalcade of

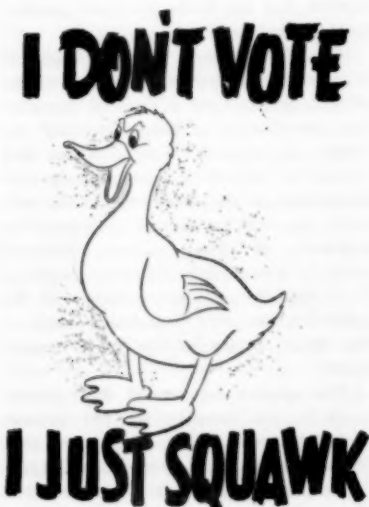
cars, some ancient, some new, reports Mrs. Vi Dearden, president of the organization, to tour the streets of the city most of the day before election. These cars bore placards with the picture of a duck, bearing the legend, "I Don't Vote, I Just Squawk." Other cards read "Don't 'Duck' Your Duty—Vote November 4." A fleet of one hundred laundry trucks carried a message from the league, "Vote for the Sake of Good Government." Five thousand flyers, bearing the same slogan, were distributed by a grocery chain which inserted them in customers' bags of groceries during the week preceding election.

### **Citizen Committee Spurs Registration Drive**

When voting registration failed to keep pace with a population increasing at the rate of eleven new residents daily, a volunteer "full citizenship" committee of the Costa Mesa, California, Chamber of Commerce went into action. Within four weeks 2,120 new names were added to the city's 8,362 registered voters and the interest aroused by the campaign is credited with inspiring an additional 1,400 new residents to qualify as voting citizens.

The drive, started by a former mayor and directed primarily in the interest of residents in more than 50 new subdivisions, covered the area block by block. It was concentrated in the evening hours, between six and nine o'clock, when families were at home. A deputy registrar, equipped with table and chairs, was stationed in a strategic point in each block while volunteers went from house to house and shepherded potential voters to the registrar. More than 30 businessmen devoted their evenings to this service as volunteer "bird dogs" and, in addition, the Chamber of Commerce paid the deputy registrars ten cents for each voter registered.

In recognition, the Costa Mesa city



*Courtesy of League of Women Voters of  
Fort Lauderdale, Florida*

council, by unanimous vote, adopted a resolution publicly commending the Chamber of Commerce for constructive work in the interest of good citizenship.

C. K. PRIEST

Costa Mesa, California

## **They Really Read Reports on Candidates**

**EDITOR'S NOTE**—The story below, taken from *Municipal News*, publication of the Municipal League of Seattle and King County, was written by J. STULL HOLT, a member of the Seattle league's board of trustees. Professor Holt is in the Department of History at the University of Washington.

Like many other people I have wondered whether the recommendations of the Municipal League on candidates has any effect on the voters. To answer that question I compared the results of the recent primary election with the league's recommendations. This is what I found.

There were 25 candidates (14 Democrats and 11 Republicans) who received the highest rating of the league. Of these, 24 were nominated and the 25th was defeated by a man who also had the league's highest rating.

Of the 36 candidates (18 Democrats and 18 Republicans) who were called "above average," 28 were nominated and 8 were defeated.

The 17 candidates (11 Democrats and 6 Republicans) who were rated "below average" were not so fortunate. Only 3 won nominations while 14 lost.

There were 9 candidates (7 Democrats and 2 Republicans) who received the lowest rating. Three were nominated and 6 were defeated.

The results above do not, of course, tell the whole story. In some cases where only one candidate was running for his party's nomination he was certain to win no matter what rating he received. In other cases all candidates were called average or no rating was

made because of the absence of sufficient information. Eliminating all such cases there were 29 contests between candidates of both parties who had been rated by the league. In 27 of the 29 cases the candidate receiving the higher rating won over his opponents. The recommendations of the league were effective in both parties at all levels.

These facts will amaze even the members of the league who were already convinced of the value of the report. They will remind the candidates' investigating committee and officials of the league of its heavy responsibility. And they may carry a lesson to politicians seeking office.

## **Pawtucket Citizens League Holds Reunion**

Founders and early leaders of the Citizens League of Pawtucket (Rhode Island), together with present officers and members, held a reunion on October 6 at which Robert J. M. O'Hare, the organization's first executive director, warned that the battle for good government is never-ending.

Mr. O'Hare, now town manager of Stoughton, Massachusetts, and president of that state's City Managers' Association, urged each of those attending the dinner to persuade five neighbors and friends to join the Citizens League and participate in its activities. Public officials, he said, need and welcome the assistance of citizen groups. "Government is everybody's collective business. It is not the sole responsibility of the politician, the city department head or the meter reader in the water department."

The speaker commented that government is too complex for the average citizen to understand thoroughly but that, by banding together in a citizens' organization, a group can analyze the functions of government and present them to the public in clear and understandable

language. Pawtucket has such an organization in the Citizens League, Mr. O'Hare said, and that is why he believes it should be kept active and should expand.

Others who addressed the meeting included Martin J. Kaufman, Citizens League president, George T. Greenhalgh, former president, and Joseph T. Flynn, chairman of the commission which drafted Pawtucket's home rule charter—one of the league's original projects which helped it secure the All-America City award of the National Municipal League and *Look* Magazine.

### **'Little Town Meetings'** **A Hit in Worcester**

The annual series of "Little Town Meetings" in Worcester, Massachusetts, a program designed to put the city government into closer touch with various neighborhoods, began its seventh year this fall. Attendance ranges from a few dozen to several hundred.

City officials are invited to these neighborhood meetings to discuss local problems. Short talks by one city councilman and one member of the school committee, both invited to pick their topics at random, set the stage for questions from the floor on any subject. Town meeting discussions have led to the installation of traffic lights, construction of playground facilities, additional police protection, and a host of other community improvements.

Although the "town meeting" theme was developed to keep the problems on a neighborhood basis, city officials find the meetings helpful in giving them an indication of city-wide problems. This, they explain, is because the number of meetings held thus far—43 since 1952—tends to reveal certain patterns of grievance. The city may take action at this point before further voter efforts are exerted.

James H. Finneran, executive director

of the Worcester Citizens' Plan E Association, which arranges the meetings, comments that, "This is the easiest way for our city officials to maintain contact with the voters. Both the government and the voters want to keep the meetings going and everyone appears happy at the results."

### **Chain Reaction**

Eugene Holman, chairman of the Board of the Standard Oil Company of New Jersey, in a letter to all employees reproduced in the company's house organ, *The ESSO Manhattan*, urged them to be sure to register and vote. "This is not an off-year," said Mr. Holman, pointing out that a governor and other important state officials would be chosen in New York.

Mr. Holman also sent department heads and heads of affiliates a letter and information on registration, urging them to bring the matter to the attention of all employees. He described a plan of action by businessmen which calls for one top man from top management in each company to accept responsibility for "organizing, starting and following through." This person is to get ten men and these ten each to get ten more, and so on, until all available people in the organization have agreed to work for full registration of voters. Each volunteer is asked to do two things: (1) Get ten more workers; (2) ring doorbells and be sure ten families in his immediate neighborhood register and vote.

### **Looking Toward 1959**

The Cincinnati City Charter Committee is already well on its way in planning for the election of its candidates for city council in the 1959 election. Seven groups have been meeting since summer under the leadership of Mrs. Edward Kuhn, chairman of the organization's Committee on Field Work, setting up details of a comprehensive drive to carry the Charter story and Charter

candidates into every neighborhood next year.

### **'Design for Effective Living'**

The Women's City Club of New York has arranged a series of five discussions termed "Design for Effective Living in the New York Metropolitan Region." Meetings were scheduled for November and December dates. Topics for each discussion were: The Picture of the Region, Economics of the Region, Land Use and Misuse, The Super-Metropolis Gets Together, Where Do We Go from Here? Speakers scheduled were C. McKim Norton, executive vice president of the Regional Plan Association; Dr. Raymond Vernon, director of the New York Metropolitan Region Study; Victor Gruen, architect; Karl E. Metzger, director of the board of freeholders of Middlesex County, New Jersey; Maxwell Lehman, deputy city administrator of New York City; and Dr. Luther Gulick, president of the Institute of Public Administration. A panel of club members joined in the discussion.

### **Recent Publications**

The Governmental Research Center of the University of Kansas has issued the 25th in its series of citizen pamphlets, *Kansas Voter's Guide 1958*. Prepared by Thomas L. W. Johnson, the 75-page

book covers just about everything a voter needs to know: voting and registration requirements, ballots, voting machines, political party organization in the state, a list of party officers, the party platforms, the candidates for statewide and national offices with biographical information, and maps showing congressional, state senatorial and representative districts, and state judicial districts.

*Close-up of Washington* (48 pages, 25 cents) has been published by the League of Women Voters Education Fund at Washington, D. C. It is a sprightly description of the city as well as of the federal government.

The Civic Federation of Chicago, in its Bulletin No. 542, (eight pages) presents a review of its activities to members and to the public. The Civic Federation "is a nonpartisan organization which works to improve governmental administration and organization in Chicago and Cook County and to minimize local taxes."

The League of Women Voters of Moline and Rock Island, Illinois, has published a description of *Rock Island County Government* (54 pages). Various services of the county are set forth.

*A Brief Manual for Idaho Voters* (twelve pages) describes voting and registration qualifications, elections, political parties and party conventions.

## **Letter to the Editor**

To the Editor of the NATIONAL MUNICIPAL REVIEW

My old friend and associate, Willard Day, emerges from "semi-retirement" to tell our friend Karl Detzer the true facts about the adoption of the council-manager plan in Staunton, Virginia, in 1906 (NATIONAL MUNICIPAL REVIEW, July 1958, page 335). We may be happy that Willard has so clear a memory of these far-off events. But fortunately we do not have to rely exclusively on his mem-

ory. The facts as he chronicles them are set forth on page 8 of *City Manager Government in the United States*, by Stone, Price and Stone (1940) who relied upon a local study by Miss Mary Swan Carroll of Mary Baldwin College, Staunton, Virginia. Let Detzer take note.

CHARLES S. ASCHER  
Associate Director

Institute of Public Administration

## New Jersey's Economy Surveyed

### Outlook Bright, Asserts University Study Group

**"ALTHOUGH** New Jersey is called the 'Garden State,' the overwhelming proportion of its citizens earn their livelihood in pursuits far removed from the soil. In fact, New Jersey ranks near the top among the states with respect to the proportion of the labor force engaged in manufacturing."

A key state on the eastern seaboard, New Jersey is destined to absorb new floods of population from two adjacent metropolitan communities. Will its economy meet the challenge? What is known of its complex economic makeup? What are the significant trends, the current patterns and future problems?

Answers are offered in a comprehensive report prepared for the State Department of Conservation and Economic Development titled *The Economy of New Jersey* (Rutgers University Press, New Brunswick, 1958, 673 pages, \$5.00) by a group of Rutgers faculty members under the direction of Salomon J. Flink.

The purpose of the survey is "to evaluate the conditions and the prospects" of the state's economy, and to "serve as a basis for programs and policies of the state government." It is also intended to furnish the economic community with an up-to-date picture of present opportunities and future prospects.

The study attempts to do four things: assemble a quantitative picture of the state's economic growth during recent decades; ascertain the reasons for the "differential pattern of growth of New Jersey, the Middle Atlantic region and other selected states; anticipate future problems and present alternative solu-

tions; and estimate growth trends to 1965 and 1975.

"On balance . . . the outlook for New Jersey's future is encouraging. The strength of some of the impeding forces is being reduced and some attempts are being made to support the impelling forces. New Jersey's economic future will depend largely on its willingness and ability to prepare today for the needs of tomorrow."

What are the "impelling forces" which make the future look bright? The most important one is an unusually high degree of industrial diversification, which by itself might not be good insurance. Rapid technological change could bypass older industrial states like New Jersey in favor of eager young states bending every effort to attract modern new industry. New Jersey has one important advantage not to be overlooked: it occupies a leading position in industrial research. "There can be little doubt that many of tomorrow's industries may be found today, in embryonic form, in the industrial research laboratory."

Other plus factors in New Jersey's promising future are: (1) space for growth, (2) potential transportation facilities and (3) recreational resources. "Much of the state is . . . underpopulated . . . Central and southern New Jersey as well as the northwestern counties have more than ample space to accommodate people and industry who should in the future wish to locate away from the crowded urban centers of the northeastern counties. The state also possesses vast potential for the future development of air- and waterport facilities." Sizable recreation resources are as yet untapped or only partially developed.

The impediments to growth are not serious. "In fact, they are the conse-

quence of the rapid progress that New Jersey has made in the past. Some of the formerly abundant resources—such as space . . . and potable water supplies—have been seriously depleted. Other impediments, such as inadequate highways and educational facilities, are the consequence of population growth. . . . The problems are formidable but not insoluble."

The study leaves few stones unturned. One gets the impression that if any dangerous long-run conditions exist to threaten the economic health of the state, they would have been discovered—and discussed here.

As it turns out, the worst problems are due to the lack of initiative in taking advantage of nature's abundant gifts. "Ironically, it is not nature but man who must bear the blame" if problems are not brought under control.

This report should be of wide local interest, for it is a compendium of "more hard facts about the economy of New Jersey than had ever before been gathered into a single volume." It will be of considerable general interest for the guidelines it stakes out in an important area of scientific research.

## Test Metro Voting Theory

Do voters of the central city and suburbs vote differently on issues of area-wide impact? As a rule, yes. But the division may not be as sharply defined as many people believe. A look at voting records in the Cleveland metropolitan area reveals some interesting facts that indicate a need for some comparative research in other metropolitan areas.

The analysis by the Cleveland Metropolitan Services Commission (*The Record on Metropolitan Issues, Newsletter*, September 22, 1958, six pages) included eleven issues which have been on the Cuyahoga County ballot during the past

25 years. In nine of the eleven elections, the difference in percentage points of affirmative votes between cities and suburbs was less than six. The suburban area had a higher percentage of approval in six of these elections. The central city had a higher percentage in five.

As expected, the suburban vote is becoming an increasingly important factor in community decisions of area-wide significance. In the 1933 vote on a constitutional amendment to provide for county home rule, there were nearly three times as many votes in the city as in the suburbs. Twenty-four years later, on a similar issue, votes outside the central city exceeded those within the city by nearly 30 per cent.

## Denver Transportation Study Issued

"A transportation system capable of providing fast, convenient and efficient movement of people and goods is essential to the growth and prosperity of every urban area." This is the central theme of *Transportation in the Denver Region*, a report of the Inter-County Regional Planning Commission (Denver, 1958, 60 pages, \$3.00). The report describes all major transportation facilities—vehicular, air, railroad, transit—and gives suggestions for improvements in each. The most extensive of these is a highway plan for the Denver region.

The report ends by listing steps for adopting the regional plan by local governmental units. The most important of these would be establishment of a regional transportation policy committee to assist in the development of an adequate and integrated transportation system for the region. The committee would comprise administrative and technical personnel representing all phases of transportation in the region including transit, trucking, airport and railroad interests as well as municipal, county



and state agencies concerned with city planning, traffic engineering and public works.

The committee would (1) prepare an integrated transportation policy to serve as a guide for developing all regional transportation facilities; (2) study individual facility needs in terms of physical development of the region and its transportation system; (3) serve as a regional forum for discussion and solution of current area-wide transportation problems.

### **Water Resource Development Analyzed**

Availability and development of water resources is rapidly becoming one of the major domestic problems of our times. Yet, the critical years of public policy formulation in this field still lie ahead. The time for accumulating the knowledge and expertness essential to these decisions is at hand.

*Approaches to Water Resource Development in Central and Southern Florida, 1845-1947* (Public Administration Clearing Service, University of Florida, Gainesville, 1958, 54 pages, \$1.00), by John M. De Grove, is a step in this direction. It traces water resource development in two critical regions of the state over a century, points up the mistakes, failures and excesses in efforts to control water problems. Special emphasis is placed on administrative, economic and governmental cooperation problems, considered within the framework of a summary of the nation-wide aspects of the question involved. Physical problems are treated only as they relate to economic and administrative aspects of the situation.

### **New Jersey Local Tax Figures Published**

Statistics, ordinarily dull, jump to life when taxes are involved. The 1958 edition of *Financial Statistics of New*

*Jersey Local Government* (New Jersey Taxpayers Association, Trenton, September 1958, 54 pages) furnishes live statistics about that class of taxes that always seems to hurt most, perhaps because the levy is an annual bite rather than a day-by-day or week-by-week nibble.

As local taxes rise with expanding urban population and resulting need for added services and facilities, concerned citizens soon find need for a handy reference to the facts and figures. This pocket-sized booklet, the thirteenth in a series, fills this need for New Jersey residents. It is an authoritative source of basic information necessary for understanding municipal, school and county finances in the state.

### **LWV Kits Explain School Finances**

The League of Women Voters of Indiana has issued two kits this year which explain in simple terms everything the average citizen-voter needs to know about the state budget and its relationship to problems of school finance. A third kit deals with present school organization in Indiana and evaluates some organization proposals advanced in various studies. All three have sections suggesting ways to present the factual material to an audience.

### **Recreation Studied By Cleveland Metro**

The Cleveland Metropolitan Services Commission—Metro—has published its fourteenth report dealing with local problems. This one is *Public Recreation in Greater Cleveland* (August 1958, 47 pages, \$1.50).

Starting from the assumption that local government has a responsibility for providing public recreation facilities and programs to help fill up ever increasing

leisure hours of its citizens, the report arrives at three conclusions: "(1) The administrative structure for recreation should encourage the development of intercommunity cooperation, not hinder it; (2) Recreation should be handled at the local level with metropolitan agencies providing technical advice and planning assistance only, except for special facilities such as the park system; (3) Recreation as a function of local government will grow in importance over the next two decades, perhaps more than any other governmental service."

### **Scanning the Information Bulletins**

The September *Information Bulletin* of the League of Alaskan Cities (Palmer, Alaska) has reprinted from the new state constitution provisions of particular significance to municipalities. Powers and limitations which must or may be implemented by acts of the legislature appear in capital letters. Other significant portions of the text are underlined.

The September 30th *Information Bulletin* of the League of Wisconsin Municipalities (Madison) gives a brief analysis of funds received by cities and villages from state aids and shared taxes. Another of the same date, entitled "1959 Budget Tips," supplements the previous one with information helpful to municipal officials in planning next year's budget.

### **GRA Officers Elected**

Governmental Research Association elected new officers at its 44th annual conference in October. Val C. Mogensén, executive director of the New Orleans Bureau of Governmental Research, and Alvin A. Burger, executive director of the Texas Research League, were elected respectively president and vice president. Members of the board

of trustees are: Norman H. Baker, New Jersey Taxpayers Association; Grant H. Buby, Governmental Research Institute of St. Louis; David H. Kurtzman, Western Division, Pennsylvania Economy League; John P. Reynolds, Wisconsin Taxpayers Alliance; and Hubert W. Stone, Connecticut Public Expenditure Council.

An award for the best piece of research last year went to the Bureau of Municipal Research-Pennsylvania Economy League (Eastern Division) for its study, *Administrative Survey of Darby Township*. Honorable mention award went to the Bureau of Government Research of Rutgers University for *Personnel Standards in New Jersey's Municipal Courts*. A report by the New Jersey Taxpayers Association, *A Citizens' Guide to Understanding the Municipal Budget*, won an award for the most effective presentation of a subject.

### **With the Research Bureaus**

The Bureau of Municipal Research and Services of the University of Washington has issued its *Biennial Report* covering the period July 1, 1956, to June 30, 1958. Activities and services of the bureau are reported under the headings of research, service, planning assistance, special service projects, publications and library.

The Governmental Research Bureau of Buffalo and Erie County, New York, established a division office in Lackawanna, the county's second largest city, in the fall of 1957. The new branch issues a monthly pamphlet *Lackawanna Facts*, summarizing matters of interest to local taxpayers.

The Institute of Local Government of the Graduate School of Public and International Affairs, University of Pittsburgh, has issued a model ordinance, *Regulating and Controlling Openings in Municipal Streets* (Pittsburgh, 1958, 54 pages).

# Books in Review

## Public Administration

**SUPERVISORY METHODS IN MUNICIPAL ADMINISTRATION.** By Frank P. Sherwood and Wallace H. Best. Chicago, International City Managers' Association, 1958. xiii, 302 pp. \$7.50.

This worthwhile volume, and the training aids which accompany it, represent a break with the past. It is the first of the Municipal Management Series designed for use at middle hierarchical levels in a city government and is supplemented by a training kit and other printed material. (Two sound film strips are available at \$30 each or \$50 for both.)

A sound organization structure and competent political and administrative leadership normally improve the caliber of a city government. But in the final analysis citizens judge the government by whether or not it renders end product services efficiently, i.e., clean streets, a minimum of crime and fires, adequate traffic controls and a host of other visible things. These, in turn, depend to a large extent on how well the administration is able to weld the family of city employees into a working team instilled with the desire to be of service.

If supervisors on the lower hierarchical levels fail in their basic responsibilities, operations tend to be inefficient and it is to this end that the tenth publication for the ICMA's Institute for Training has been directed.

The first portion of the text is devoted to helping the supervisor understand himself and the role he plays in the organization. The second portion is devoted to explaining the relationship of the supervisor to his fellow employees and his role as a leader.

The third contains a comprehensive analysis of the techniques of supervision. The final portion is devoted to the role of the supervisor in the budgetary process from the preparation stage

through to administering it, and to the supervisor and his public relations.

This latest addition to a valuable series of texts, and the training aids, should find a favorable response with city managers and other municipal executives who have long sought just such a remedy to their internal supervisory problems.

G.P.

## Metropolitan Areas

**THE EXPLODING METROPOLIS.** By the Editors of *Fortune*. Garden City, New York, Doubleday & Company, Inc., 1958. 193 pp. Clothbound, \$3.95; paperbound, 95 cents.

It is the contention of the editors of *Fortune Magazine* that most of the rebuilding under way in our American cities is being carried out by people who don't like cities. Because they like cities, the *Fortune* editors have assembled in one volume six articles which have previously appeared in their magazine dealing with the problems of the "exploding metropolis."

This worthy book's chapter headings speak for themselves: Are Cities Un-American?, The City and the Car, New Strength in City Hall, The Enduring Slums, Urban Sprawl, Downtown Is for People.

In his introduction, William H. Whyte, Jr., admits that this is a book for laymen, but this is not in the way of an apology. For, as Mr. Whyte points out, there is a surprisingly close relationship between the appearance of the city and the degree to which the layman had been involved in its plans—not merely as a supporter of a plan handed to him but as a person involved in the planning itself.

Throughout the book the "professionals" are exhorted to devise their plans within the dual framework of political reality and local ego. In keeping with this principle, the *Fortune*

editors find some comfort in the emergence of mayors and other metropolitan officials throughout the country with an awareness of the urban problem. Vigorous local leadership is viewed as the essential ingredient in the evolution of any lasting, rational solution to our metropolitan ills.

If this be a book for laymen, the "professionals" too would do well to read it.

LESLIE SLOTE

City Administrator's Office  
City of New York

### **Efficiency**

CHECKLIST ON HOW TO IMPROVE MUNICIPAL SERVICES. Chicago, International City Managers' Association, 1958. 68 pages. \$2.00.

This pamphlet lists ideas for improving municipal services in all departments. The first edition in 1930 offered 300 ideas, the second in 1949 listed 542 and this lists 742. It would be a remarkable city manager or mayor who could not find from this catalogue that he has been missing a few tricks.

R. S. C.

### **Assistants**

THE ROLE OF THE ASSISTANT TO THE CITY MANAGER. Chicago, International City Managers' Association, 1958. 55 pages. \$2.00.

This is ICMA's first publication under this title. According to the Preface, the term "assistant" covers "a wide range of duties and responsibilities from the closely supervised, limited-term intern through the more common administrative assistant to the highly responsible position of assistant city manager," describing their usefulness in training aspirants to city managerships.

R. S. C.

### **Business and Government**

THE POLITICAL RESPONSIBILITY OF BUSINESSMEN. Its Neglect, The Consequences Thereof and What Can Be Done About It. By Raymond Moley. New

Brunswick, New Jersey, Johnson and Johnson, 1958. 40 pages. Free.

This brochure describes the extensive invasion of the political scene by organized labor in recent years and urges more concern in politics by businessmen.

## **Additional Books And Pamphlets**

### **Assessments**

PROCEEDINGS OF THE SECOND ANNUAL SCHOOL FOR MASSACHUSETTS ASSESSORS. September 4-6, 1957. Amherst, University of Massachusetts, Bureau of Government Research, 1958. 104 pp.

### **Budgets**

CHICAGO'S EXECUTIVE BUDGET. Chicago 37, Municipal Finance Officers Association of the United States and Canada, October 16, 1958. 8 pp. 75 cents.

### **Civil Defense**

THE DEFENSE WE CAN AFFORD. By James F. Brownlee. New York 22, Committee for Economic Development, 1958. 31 pp. 50 cents. (Discounts on quantity orders.)

### **Counties**

THE GOVERNMENT OF HAMILTON COUNTY: COSTS AND EMPLOYMENT PRACTICES. A Comparison with Other Counties and with the City of Cincinnati, 1946-1958. By Iola O. Hessler. Cincinnati, Ohio, Hamilton County Research Foundation, 1958. 27 pp.

### **Debt**

A GUIDE TO PENNSYLVANIA'S MUNICIPAL BORROWING ACT. By Sydney Wise. Harrisburg, Pennsylvania Department of Internal Affairs, Bureau of Municipal Affairs, 1958. 68 pp.

### **Education — Debt**

PUBLIC SCHOOL DEBT ADMINISTRATION. By William B. Castetter. Phila-

delphia, University of Pennsylvania Press, 1958. xii, 184 pp. \$5.00.

### **Elections and Voting**

MICHIGAN VOTES: ELECTION STATISTICS 1928-1956. By John P. White. Ann Arbor, University of Michigan, Institute of Public Administration, Bureau of Government, 1958. vii, 128 pp. \$2.50.

### **Floods**

CASE STUDY OF A FLOOD-STRICKEN CITY. By Seymour S. Weisman. New York 3, New York University, Public Administration Center, 1958. viii, 149 pp. \$2.75.

### **Government**

AMERICAN GOVERNMENT ANNUAL, 1958-1959. By Earl Latham, Jack W. Peltason, Austin Ranney, Ivan Hinderaker and Robert G. Neumann. New York, Henry Holt and Company, 1958. 123 pp. \$1.50.

### **Legislation**

A RESUME OF JOINT RESOLUTIONS ADOPTED AT THE 1958 REGULAR SESSION OF THE LOUISIANA LEGISLATURE. Baton Rouge, Louisiana Legislative Council, 1958. 21 pp.

### **Legislative Committees**

INTERIM COMMITTEES OF THE LOUISIANA LEGISLATURE. Baton Rouge, Louisiana Legislative Council, 1958. 16 pp.

### **Local Government**

1930 TOOLS FOR 1960 PROBLEMS. By Walter H. Blucher. Fourth Annual Wherrett Lecture on Local Government. Pittsburgh, University of Pittsburgh, Institute of Local Government, 1958. 12 pp. \$1.00.

### **Metropolitan Areas**

NATIONAL AWARD WINNING NEWSPAPER ARTICLES. 2nd Annual Community Facilities Competition. Bergen

(New Jersey) *Evening Record*, by William E. Oriol. Dallas (Texas) *Morning News*, by Allen Quinn. *New Orleans Item*, by Bill Reed. Washington 6, D. C., National Association of Home Builders, Community Facilities Department, 1958. 56 pp.

### **Municipal Government**

CITY PROBLEMS OF 1958. The Annual Proceedings of the United States Conference of Mayors, Miami Beach, Florida, September 11-13, 1958. Edited by Harry R. Betters. Washington 6, D. C., United States Conference of Mayors, 1958. 147 pp. \$2.50.

THE NATIONAL MUNICIPAL POLICY 1958. Chicago, American Municipal Association, 1958. 17 pp.

### **Planning**

ACCOMPLISHMENTS - 1957. Los Angeles 12, City Planning Commission, 1958. 48 pp. Illus.

### **Politics**

EQUILIBRIUM AND CHANGE IN AMERICAN POLITICS. By E. E. Schattschneider. College Park, University of Maryland, College of Business and Public Administration, Bureau of Governmental Research, 1958. 18 pp. 75 cents.

### **Population**

MOBILITY OF THE POPULATION OF THE UNITED STATES MARCH 1957 TO 1958. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, *Current Population Reports*, October 13, 1958. 15 pp. 25 cents.

### **Public Employees**

COMPENDIUM OF PUBLIC EMPLOYMENT. (1957 Census of Governments.) Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1958. v, 931 pp. \$5.00. (Apply Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.)

MUNICIPAL EMPLOYEE BENEFITS IN TEXAS. Austin, University of Texas, Institute of Public Affairs, 1958. 103 pp. Tables. \$1.50.

#### **Salaries**

WAGE RATES AND RANGES FOR SELECTED OCCUPATIONS IN CITIES AND OTHER GOVERNMENTAL UNITS 1958. Chicago 6, Building Service Employees International Union, AFL-CIO, Department of Research and Education, 1958. 23 pp.

#### **Shoreline Development**

RESERVOIR SHORELINE DEVELOPMENT IN TENNESSEE. By Walter L. Criley. A Study of Problems and Opportunities. Nashville 3, Tennessee State Planning Commission, 1958. 82 pp. \$1.00.

#### **State and Local Government**

STATE AND LOCAL GOVERNMENT IN ILLINOIS, 1958 SUPPLEMENT. A Bibliography. Edited by Samuel K. Gove and Alvin D. Sokolow. Urbana, University of Illinois, Institute of Government and Public Affairs, 1958. 73 pp. .50 cents.

#### **Streets and Highways**

ORGANIZATION AND MANAGEMENT OF THE BEXAR COUNTY ROAD DEPARTMENT. A Report Prepared for the San Antonio Chamber of Commerce. San Antonio, Texas, Research and Planning Council, 1958. 48 pp.

SPACING AND LOCATION OF INTERCHANGES ON FREEWAYS IN URBAN AND SUBURBAN AREAS. By Max S. Wehrly. Washington 6, D. C., Urban Land Institute, *Urban Land*, October 1958. 3 pp. \$1.00.

#### **Taxation and Finance**

COUNTY AND INSTITUTION DISTRICT FINANCIAL STATISTICS—1956. Harrisburg, Pennsylvania Department of Internal Affairs, Bureau of Municipal Affairs, Division of Local Government Financial Statistics, 1958. 17 pp.

DISADVANTAGES OF WITHHOLDING MISSOURI INCOME TAX. Jefferson City, Missouri Public Expenditure Survey, 1958. 8 pp.

52ND ANNUAL CONFERENCE PROCEEDINGS, MILWAUKEE, WISCONSIN, 1958. (Parts I and II) Chicago, Municipal Finance Officers Association of the United States and Canada, *Municipal Finance*, August and November 1958. 60 and 40 pp. respectively. 50 cents each.

#### **Town Government**

WILTON. A STUDY OF ITS TOWN GOVERNMENT. By Town Government Study Committee. Wilton, Connecticut, the Committee, 1958. 83 pp.

#### **Traffic**

UNIFORM TRAFFIC TICKET AND COMPLAINT AND MODEL RULES GOVERNING PROCEDURE IN TRAFFIC CASES. A Guide Designed to Assist Traffic Judges in Court and Police Aspects. Chicago 37, American Bar Association, Traffic Court Program, 1958. 22 pp.

#### **Transportation**

PROCEDURE MANUALS: Determining Street Use; Origin-Destination and Land Use; Conducting a Home Interview Origin-Destination Survey; Measuring Traffic Volumes; Determining Travel Time; Conducting a Limited Parking Study; Conducting a Comprehensive Parking Study; Maintaining Accident Records; Measuring Transit Service; Inventory of the Physical Street System; Financial Records and Reports; Standards for Street Facilities and Services; Recommended Standards, Warrants, and Objectives for Transit Services and Facilities; Improving Transportation Administration; Modernizing Laws and Ordinances. Chicago 37, Public Administration Service, 1958. Variously paged. Complete set \$25. (Manuals may be purchased individually.)



# Dates Picked for '59 Conference

Dates for the 1959 National Conference on Government at Springfield, Massachusetts, were set for November 15 to 18 by the League's executive committee at a meeting held November 14 in the Osborn Room of the Carl H. Pforzheimer Building.

The Sheraton-Kimball, the same hotel in which the 1940 Conference was held, was designated headquarters.

Nearby hotels — the Shelton and the Highland — have agreed to set aside 150 sleeping rooms for Conferencegoers whom the Sheraton-Kimball cannot accommodate.

Work of planning the program for the four-day meeting, which will be attended by business and civic leaders, educators, public officials and others from all parts of the country, began November 24 when Assistant Director Allen H. Seed, Jr., conferred in Springfield with a group which included:

Hollis M. Carlisle, member of the League's Council; Mayor Thomas J. O'Connor, Jr., who personally presented Springfield's invitation at the Colorado Springs Conference; Edward Jones, executive director of Future Springfield and the Springfield Taxpayers Association; and Joseph Napolitan, executive director of The Citizens' Action Commission of Springfield.

## State Project

*(Continued from page 542)*

Rankin, Duke University; Sidney Baldwin, New York University; John P. Keith, assistant director, American Society for Public Administration; Paul Studenski, Special Legislative Committee on the Simplification and Revision of the State Constitution, New York; and Robert S. Babcock, University of Ver-

mont and lieutenant governor-elect of Vermont.

Directing the project is John P. Wheeler, on leave from Hollins College. John E. Bebout, associate director of the Special Legislative Committee on the Simplification and Revision of the State Constitution (New York), is chief consultant.

## Ehrlichman Heads Advisory Council

Ben B. Ehrlichman, civic leader and League regional vice president, has been named chairman of the advisory council of the Municipal League of Seattle and King county.

In addition to being a former president of the Seattle league, Mr. Ehrlichman has been a member of its board of trustees for many years and was general chairman of the 1955 National Conference on Government, which was held in Seattle.



Ben B. Ehrlichman

Mr. Ehrlichman is chairman of the board of the United Pacific Corporation.

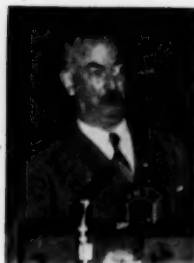
## Address Institute Seminars

William N. Cassella, Jr., senior associate, and John E. Bebout, assistant director on leave, met with the recently held seminars of the Institute of Local and State Government of the University of Pennsylvania.

## Leaguers Talk About Counties

League officers and a staff member participated November 10 in the fifth annual Westchester Conference of Community Service, sponsored by the Westchester County Council of Social Agencies at White Plains, New York.

Frank C. Moore, president of the Government Affairs Foundation and a



Frank C. Moore



Carl H. Pforzheimer, Jr.

member of the League's Council, made the principal address of the conference. He discussed the future of county government. Mr. Moore was introduced by Carl H. Pforzheimer, Jr., League treasurer and Westchester county civic leader.

William N. Cassella, Jr., senior associate on the League staff, also addressed the conference, which had as its theme "New Horizons for Health and Welfare through Westchester Charter Revision."

A charter revision committee is engaged in studying the Westchester County charter which, when adopted in 1937, was a pioneer among the counties in providing a single elected executive. The committee is empowered to make suggestions for improvement to the county board of supervisors.

## J. W. Martin Gets Governor's Award

Upon his retirement from the position of commissioner of highways and his return to the University of Kentucky, Dr. James W. Martin, who is a correspondent for the REVIEW, was awarded the Governor's Medallion by Governor A. B. Chandler.

The medallion, the governor wrote in an accompanying citation, was for "exceptionally meritorious, conspicuous and outstanding leadership in governmental affairs, . . . eminent professional achievement and performance, . . . and for insisting on more scientific methods in public administration."

Dr. Martin, economist and tax authority, has served his state in many capacities, including chief of staff of the reorganization commission, chairman of the tax commission, commissioner of revenue and commissioner of finance. He has also served at various times as advisor to federal agencies.

## Floridians Hear Wheeler

John P. Wheeler, director of the League's project for the improvement of state constitutions, spoke in November at Florida State University on "Major Problems of State Constitutional Revision." The meeting was attended not only by students but also by residents of the area.

## Tibbetts, Civic Leader, Dies

Carleton B. Tibbetts, Los Angeles business and civic leader and former regional vice president of the League, died October 28 at his home in San Marino, California.

## The Next Best Thing

To experience fully the dramatic stimulation of a National Conference on Government, where hundreds of civic leaders, public officials and specialists meet annually to exchange experiences and recharge their civic batteries, the responsible citizen must attend in person.

Some say the next best thing is to read summaries of the speeches and panel discussions held during the solidly packed four days of sessions.

*Proceedings of the 63rd annual National Conference on Government in Cleveland* are now available.

71 pages. \$2.00 postpaid.

**National Municipal League**

47 East 68th Street

New York 21, New York

## Model Municipal Revenue Bond Law

*Prepared by Frank E. Curley with the cooperation of 37 attorneys, investment bankers, public officials and professors of public finance.*

The latest in the series of model laws on local government finance, this model presents a source of standard procedural provisions for statutes relating to revenue bond financing by counties and municipalities. It has been examined and acclaimed by fiscal experts of nine states.

Price \$1.00 (Discounts on quantity orders) 31 pages

**National Municipal League**

47 East 68th Street

New York 21, N. Y.

# Tools for Achieving Better Government

Citizen groups often turn to the League for help in achieving better government in their locality. Listed below are some of the tools available to them:

## Campaign Pamphlets

Story of the Council-Manager Plan, 36 pages (1955)	\$.30
Charts: Council-manager Form, Commission Form, Mayor-council Form (17½ x 22½"), 50 cents each, set of three	1.00
County Manager Plan, 24 pages (1950)	.30
Forms of Municipal Government—How Have They Worked? 20 pages (1955)	.25
Facts About the Council-Manager Plan, 8 pages (1956)	.05
City Employees and the Manager Plan, 4 pages (1957)	.05
Labor Unions and the Council-Manager Plan, 8 pages (1957)	.05
P. R. [Proportional Representation], 12 pages (1955)	.05
The Citizen Association—How to Organize and Run It, 64 pages (1958)	1.00
The Citizen Association—How to Win Civic Campaigns, 64 pages (1958)	1.00
(The two pamphlets above may be purchased together for \$1.50)	

## Model Laws

Model Accrual Budget Law, 40 pages (1946)	.75
Model Cash Basis Budget Law, 42 pages (1948)	.75
Model City Charter, 173 pages (1941)	1.50
Model County and Municipal Bond Law, 54 pages (1953)	1.00
Model County Charter, 112 pages (1956)	1.50
Model Direct Primary Election System, 48 pages (1951)	1.00
Model Investment of State Funds Law, 23 pages (1954)	1.00
Model Municipal Revenue Bond Law, 31 pages	1.00
Model Real Property Tax Collection Law, 40 pages (1954)	1.00
Model State and Regional Planning Law (1955)	1.00
Model State Civil Service Law, 32 pages (1953)	.75
Model State Constitution, 72 pages (1948)	1.00
Model State Medico-legal Investigative System, 39 pages (1954)	.50
Model Voter Registration System, 56 pages (1957)	1.00

## Other Pamphlets and Books

American County—Patchwork of Boards, 24 pages (1946)	.55
Best Practice Under the Manager Plan, 8 pages (1956)	.15
Civic Victories, by Richard S. Childs, 367 pages (1952)	3.50
Coroners in 1953—A Symposium of Legal Bases and Actual Practices, 90 pages, mimeographed (1955)	2.00
Digest of County Manager Charters and Laws, 82 pages (1958)	2.00
The 48 Direct Primary Systems, 55 pages (1958)	2.00
Guide for Charter Commissions, 44 pages (1957)	1.00
Guide to Community Action, by Mark S. Matthews, 448 pages (1954)	4.00
Manager Plan Abandonments, by Arthur W. Bromage, 36 pages (1954)	.50
The Metropolitan Problem—Current Research, Opinion, Action, by Guthrie S. Birkhead (reprinted from NATIONAL MUNICIPAL REVIEW), 12 pages (1953)	.25
New Look at Home Rule, by Benjamin Baker etc. (reprinted from NATIONAL MUNICIPAL REVIEW), 32 pages (1935)	.50
Proportional Representation—Illustrative Election, 8 pages (1951)	.10
Proportional Representation—Key to Democracy, by George H. Hallett, Jr., 177 pages (1940)	.25

Discount on Quantity Orders — Write for Complete List and Description.

## National Municipal League

Carl H. Pforzheimer Building  
47 East 68th Street, New York 21, N. Y.